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THE COMMONWEALTH OF MASSACHUSETTS

REPORT

OF THE

DEPARTMENT

OF

LABOR AND INDUSTRIES

1921

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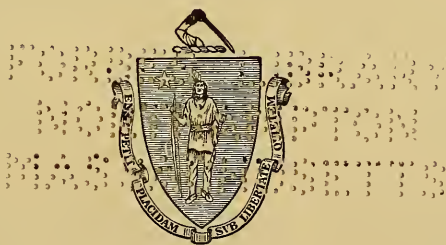
ANNUAL REPORT

OF THE

DEPARTMENT OF LABOR
AND INDUSTRIES

FOR THE

YEAR ENDING NOVEMBER 30, 1921



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WASHINGTON, D. C.
1914

DEPARTMENT OF LABOR AND INDUSTRIES.

OFFICIALS.

Commissioner.

E. LEROY SWEETSER, EVERETT.

Assistant Commissioner.

ETHEL M. JOHNSON, BOSTON.

Associate Commissioners.

EDWARD FISHER, LOWELL.

HERBERT P. WASGATT, EVERETT.

SAMUEL ROSS, NEW BEDFORD.

HEADS OF DIVISIONS AND BRANCHES.

Board of Conciliation and Arbitration.

EDWARD FISHER.

HERBERT P. WASGATT.

SAMUEL ROSS.

Division of Minimum Wage.

EDWARD FISHER.

HERBERT P. WASGATT.

SAMUEL ROSS.

ETHEL M. JOHNSON,

Acting Director.

Division of Statistics.

ROSWELL F. PHELPS, *Director.*

MARGARET SHEA, *Statistician for
Manufactures.*

LESTER E. ARCHIBALD, *Statisti-
cian for Labor.*

Division of Industrial Safety.

JOHN P. MEADE, *Director.*

JOSEPH MONETTE, *Counsel.*

Division of Standards.

FRANCIS MEREDITH, *Director of Standards.*

PUBLIC EMPLOYMENT OFFICES.

Boston.

HARRY G. DUNDERDALE,
Superintendent.

Worcester.

WILLIAM A. WILDER,
Superintendent.

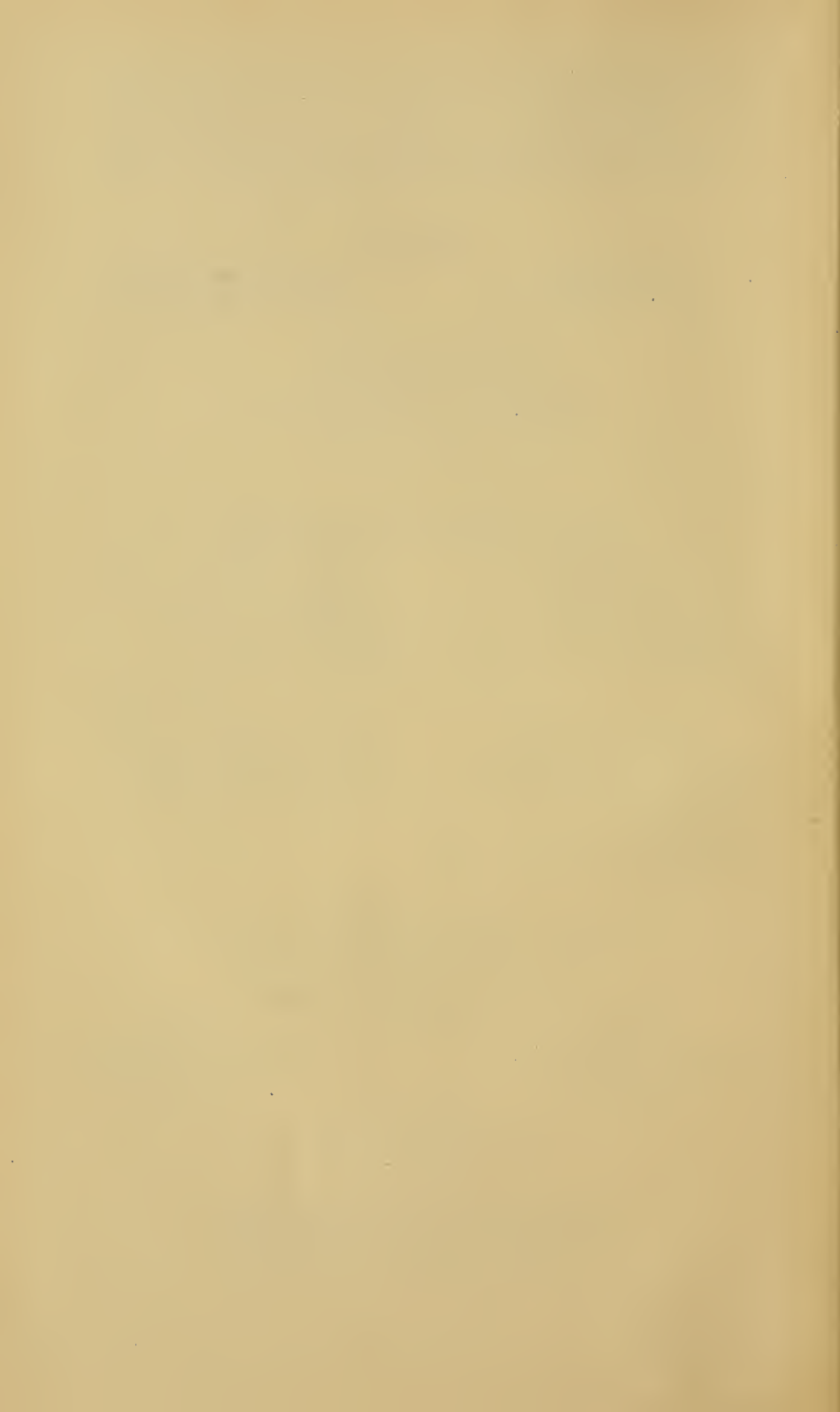
Springfield.

CHESTER A. ALLEN,
Superintendent.

Federal Director of Employment Service.

E. LEROY SWEETSER, *Commissioner.*

MAY 28 1923 G



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REPORT

OF THE

COMMISSIONER OF LABOR AND INDUSTRIES

REPORT OF THE COMMISSIONER OF LABOR AND INDUSTRIES.

To the General Court.

The annual report of the Commissioner of Labor and Industries is herewith submitted. It contains a summary of the work of the Department for the year ending November 30, 1921, a statement of the expenditures for this period, together with recommendations for the legislation and appropriation for the ensuing year. Included in this report are parts of the reports from the heads of the several divisions into which the Department is organized, which give in detail the character and results of the work accomplished.

ADMINISTRATION.

There has been no change in the personnel of the commissioners or of the directors of the divisions. The organization remains practically the same as last year, except that the Commission on Foreign and Domestic Commerce has been placed in this Department. The Commissioner of Labor and Industries is a member of that commission.

The Commissioner, by virtue of his office, is also chairman of the Soldiers' and Sailors' Commission, and chairman of the committee appointed by the Legislature of 1921 to investigate the bushel weight of fruits, vegetables and other commodities; a member of the Massachusetts committee to promote work, appointed by the Governor; and the Federal Director of Massachusetts in the United States Employment Service.

The Assistant Commissioner, in addition to her duties as acting director of the Division of Minimum Wage, has represented the Department on the lighting code committee, which has been engaged in drafting a lighting code which is to be put into operation next year. She has revised the employment and educational certificates; prepared a form for recording the physical examination of children leaving school to enter in-

dustry; edited most of the department publications, among which are the Annual Report, the new Manual of the Labor Laws, which contains all the laws, rules and regulations enforced by the Department; and the Labor Law Bulletins; and had charge of the investigation of working conditions in laundries, which was completed this year. She also represented the Department at the annual convention of Governmental Labor Officials held at New Orleans in May.

The three Associate Commissioners, besides their departmental duties, have had an exceptionally busy year in their work on the Board of Conciliation and Arbitration. They have heard and adjusted more labor difficulties than during the previous year, and have had before them a number of very important cases.

SUMMARY OF ACTIVITIES.

The hearings before all the commissioners have been few, as the policy of investigation and adjustment between the parties has been carried out with success, and there have been very few cases that have not been adjusted without a hearing. On petition of the firm of Page & Shaw, requesting that the candy industry be declared seasonal, a hearing was granted, and the request denied. On petition of the Carpenters District Council of Springfield to determine the prevailing rate of wages for carpenters in Springfield and vicinity, a hearing was held and a decision given.

Employment Service.

The establishment of a down-town mercantile employment office, as recommended in last year's report, has been accomplished with the assistance of the United States Employment Service, and is operated jointly with the Federal government. The Department now operates four public employment offices, — two in Boston, one in Worcester, and one in Springfield.

Due to the industrial depression the percentage of unemployment in 1921 has been greater than any other year since 1908, when comparable statistics were first collected. His Excellency the Governor was interested in the problem early in the year, and at his request weekly reports were submitted

to him showing the work accomplished and the condition of unemployment in the Commonwealth. The Department, through its employment offices and its agents, has made every effort to find work for the unemployed. Relations have been established with private employment offices operated by civic and charitable organizations, and with American Legion posts; placement work has been conducted through advertising and through personal solicitation by the industrial inspectors; and statistical data for the general use and information of the public and the various employment committees have been collected.

Industrial Safety.

The work of safeguarding employees from industrial hazards is carried on through the Division of Industrial Safety. Reports of all accidents to employees in industry are obtained through the Industrial Accident Board, which has endeavored to assist the Department in accident prevention. For the year ending June 30, 1921, there were 53,313 tabulatable injuries reported, which is 12,175 less than for the previous year. During the year 1,448 accidents were investigated and 5,229 safety orders were issued by the Department.

The Department took an active part in the National Safety Congress held in Boston September 26 to 29, 1921, the Commissioner serving on the executive committee.

Committees from the steam and street railways have been organized at the suggestion of the Department, and are now at work studying means and methods to prevent the large number of injuries to their employees.

A committee to prepare rules and regulations to prevent accidents occurring at the point of contact on power punch presses is now in session. The lighting code committee has reported a lighting code for adoption by the Department which will be a measure of safety as well as of health for employees.

Industrial Health.

The Department has been fortunate in being able to secure the part-time services of Dr. Wade Wright, who is secretary of the governing committee on industrial hygiene at Harvard

Medical School and director of the industrial clinic at the Massachusetts General Hospital. Cases of occupational disease are referred to him for study and investigation. Under his supervision the requirements for medical chests and first-aid rooms are being revised and brought up to date, and a study of the cases of infected injuries, which have become too numerous, is being made.

The Department has issued 5,538 health orders during the year, which is 643 more than were issued the year previous. Reports of 112 cases of industrial diseases have been made to the Department of Public Health as required by law.

Inspections.

During the year 34,589 establishments were inspected and 22,574 orders issued. As compared with the previous year this represents 3,190 more establishments inspected and 3,501 more orders issued. The outstanding orders, 2,024, however, are 644 more than last year. These are orders in which it is necessary to give time to complete construction work or in which material changes are involved. With at the most only thirty-six inspectors for the entire State, and a reinspection necessary to ascertain compliance where important orders are issued, it is evident that the inspection force is fairly busy and faithful in its work. It is hoped that each succeeding year will show a falling off in the number of orders required to be issued. All complaints made to the Department, 2,024 in number, were investigated and action taken when necessary. Of these complaints, 622 were for non-payment of wages. As a result of the efforts of the Department, \$10,336.21 was collected and paid to complainants, which is \$4,586.66 more than the previous year.

Standards.

In the report of the Division of Standards attention is called especially to the work accomplished in regulating the sale of clinical thermometers. Of the 11,886 thermometers tested, 4,301 were found inaccurate. The importance of the strict enforcement of the law regulating the manufacture and sale of clinical thermometers is obvious.

This is one division in the Department where the increased work can be shown by receipts, as fees are charged for the various licenses issued and for other services. The total amount collected and paid to the treasury of the Commonwealth in 1919 was \$30,500.90; in 1920, \$47,335.59; and in 1921, \$72,689.97, an increase of \$42,189.07¹ in two years.

RECOMMENDATIONS.

Legislation.

Following are the recommendations for legislative action: —

1. *Provision for the Enforcement of Minimum Wage Decrees.* — Under the present law, the only provision for enforcing the decrees of the Minimum Wage Commission is through the publication of the names of employers who refuse to comply. The experience of the Commission during the past year has shown that this provision is unsatisfactory and ineffectual. The law in its present form is unfair to the great majority of employers who voluntarily accept and abide by the decrees. It is unfair to the employees who do not receive the minimum rate provided for their occupation. It is unfair to the Commission in the amount of time and expense involved in the effort to secure compliance with non-mandatory regulations. A number of employers have requested that the law be made mandatory. This recommendation has been made by employers and employees on two wage boards. The expense of administration under a mandatory law will be substantially less than under the present law, as fewer reinspections will be required. Recommendation for amendment to the law making the wage decrees mandatory is submitted.

2. *Provision for Expert Assistance.* — In connection with certain lines of the Department's work, as that dealing with industrial health and with safety codes, it is necessary to secure the assistance of specialists. It is not possible to obtain such specialists from the civil service lists. Recommendation is therefore made that the Commissioner of Labor and Industries be authorized to appoint such experts, to whom the Civil Service Regulations shall not apply.

¹ This does not include the sum of \$16,399 collected and paid to the different cities, towns and counties.

3. *Increasing the Penalty for the Illegal Employment of Minors.* — The existing penalties for the illegal employment of minors are in some respects inadequate, and fail to accomplish the purpose intended. This is particularly the case with regard to the penalty for employment of minors in occupations where there is a serious accident hazard. The Commissioner accordingly renews the recommendation made in 1921 that the minimum penalty for first and subsequent offences of this nature be increased.

Appropriation.

The total sum appropriated for the use of the Department for the year ending November 30, 1921, was \$376,290. Of this sum \$318,765.40¹ has been expended, leaving a balance of \$57,524.60. This surplus was occasioned in part by the unexpended balance appropriated for the survey of lumber, and also by the exercise of strict economy and co-operation in management, as requested by His Excellency the Governor in his letter to the heads of all State departments.

Each of the divisions in the Department spent less money in 1921 than was spent in 1920, with the exception of the Division of Statistics. The increase here resulted from taking the census of manufactures without the co-operation of the United States government, which takes the census every other year, and from the expenses incurred by the public employment offices in endeavoring to find work for the unemployed. Arrangements have been made by the Commissioner for taking the census of manufactures for 1921 with the Federal Census Bureau, which will result in considerable saving to the Commonwealth.

There has been collected in fees and paid into the treasury through the Division of Standards the sum of \$72,689.97. This deducted from the sum expended makes the actual cost of the Department to the Commonwealth \$246,075.43 for the year 1921.

The total amount requested in the budget for 1922 is \$380,090.

E. LEROY SWEETSER,
Commissioner of Labor and Industries.

¹ This includes the sum of \$4,325 reserved for the payment of bills not yet received.

FINANCIAL STATEMENT FOR 1921.

GENERAL.

ACCOUNT.	Appropriations.	Expenditures.	Unexpended Balance.
Officials	\$20,500 00	\$20,500 00	-
Personal services	268,690 00	229,054 26	\$39,635 74
Contingent and travel	84,100 00	67,662 82 ¹	16,437 18
Wage boards	3,000 00	1,548 32	1,451 68
Totals	\$376,290 00	\$318,765 40 ¹	\$57,524 60

Collected in fees and paid into the treasury of the Commonwealth	\$72,689 97
Collected in fees and paid into treasuries of cities, towns and counties of the Commonwealth	16,399 00

BY DIVISIONS.

	1921 Appropriations.	Expenditures.	Unexpended Balance.	1922 Estimated Expenditures.
<i>Administration.</i>				
Commissioner, assistant commissioner, associate commissioners (personal services)	\$20,500 00	\$20,500 00	-	\$20,500 00
Clerical and other assistance to administration	4,410 00	4,380 00	\$30 00	4,530 00
<i>Division of Industrial Safety.</i>				
Personal services	100,700 00	94,529 18	6,170 82	101,715 00
Expenses	14,100 00	11,161 66 ²	2,938 34	13,000 00
Travel	16,800 00	13,117 91	3,682 09	15,400 00
<i>Board of Conciliation and Arbitration.</i>				
Personal services	17,000 00	9,555 00	7,445 00	19,750 00
Expenses	6,000 00	3,788 68	2,211 32	6,185 00
<i>Division of Minimum Wage.</i>				
Personal services	11,800 00	10,957 92	842 08	12,120 00
Expenses	3,000 00	2,749 26 ³	250 74	3,670 00
<i>Wage Boards.</i>				
Personal services and expenses	3,000 00	1,548 32	1,451 68	3,750 00
<i>Division of Standards.</i>				
Personal services	19,380 00	19,128 20	250 80	20,750 00
Expenses	11,000 00	8,298 16	2,701 84	11,605 00
<i>Survey of Lumber.</i>				
Personal services	34,400 00	10,864 11	23,535 89	34,440 00
Expenses	5,500 00	1,595 32	3,904 68	4,890 00
<i>Division of Statistics.</i>				
Personal services	37,000 00	36,871 14	128 86	34,310 00
Expenses	14,000 00	13,942 95 ⁴	57 05	10,500 00
<i>Public Employment Offices.</i>				
Personal services	44,000 00	42,767 71	1,232 29	46,370 00
Expenses	13,700 00	13,008 88	691 12	16,605 00
Totals	\$376,290 00	\$318,765 40 ⁵	\$57,524 60	\$380,090 00

¹ Including outstanding bills estimated at \$4,325.² Including outstanding bills estimated at \$1,200.³ Including outstanding bills estimated at \$65.⁴ Including outstanding bills estimated at \$3,060.⁵ Including total outstanding bills estimated at \$4,325.

REPORT
OF THE
DIVISION OF INDUSTRIAL SAFETY

DIVISION OF INDUSTRIAL SAFETY.

JOHN P. MEADE, *Director.*

The duties assigned to this Division include the enforcement of all the protective labor laws, the investigation of conditions in industry which affect the health and the safety of employees, the investigation of complaints, and general routine inspection work.

INSPECTION FORCE.

During the year three inspectors retired from the service and new appointments were made by the Commissioner to fill the vacancies. There are now on the staff thirty-six inspectors. Of this number, four are building inspectors and thirty-two industrial inspectors; six of the industrial inspectors are women.

Extension of the Block System.

The block system of inspection work was introduced in 1920 in twelve inspection districts, including Boston and vicinity. During the past year this has been extended to include six additional districts, so that now eighteen of the thirty-four districts are included. This arrangement provides a more uniform and systematic manner of conducting inspection work than the district system, and has reduced the number of complaints for violation of the law. It is proposed to extend this plan gradually to cover other districts.

NEW LEGISLATION.

The Legislature of 1921 enacted several new statutes the enforcement of which forms part of the duty of this Division. In each case existing law has been strengthened and much wider scope given to regulating employment. These acts are summarized as follows:—

Chapter 50, An Act relative to the Health and Safety of Certain Employees in Factories and Workshops. — This requires that hoods, hoppers, suction pipes and connections for emery wheels, belts or buffing wheels be of material suitable and efficacious, as shall be approved by the Department of Labor and Industries.

Chapter 51, An Act to provide for the Weekly Payment of Wages to Employees of Transportation Companies. — In the past the Department has not been able to handle complaints from this industry on the ground that it had no jurisdiction. This act extends the weekly payment law to include transportation companies, and brings within its provisions workmen who were previously without this protection.

Chapter 53, An Act requiring Medical and Surgical Chests in Mechanical Establishments. — Under the authority of this act facilities for first-aid treatment and provision for caring for employees injured or taken ill upon the premises are extended to such establishments as laundries, printing shops and similar places of employment.

Chapter 280, An Act relative to the Working Hours of Women and Children in Certain Employments. — This measure brings under the protection of the forty-eight hour law several thousand women employed in laundries, hotels, manicuring or hair-dressing establishments, motion-picture theatres, and switch-board operators in private exchanges.

Chapter 341, An Act extending the Law relative to Educational Certificates of Employed Minors. — By this legislation educational certificates are now required for minors between sixteen and twenty-one years of age who may be employed in public or private bowling alleys, pool or billiard rooms, bootblack stands or establishments, or in the construction or repair of buildings, or by an express or transportation company. Bringing these establishments within the scope of the law will result in securing the attendance at evening school of a larger number of illiterate minors.

Chapter 351, An Act relative to Employment Certificates for Certain Minors. — This law extends the requirements for employment certificates to all minors fourteen to sixteen years of age who are gainfully employed. Prior to the enactment

of this law serious discrepancies existed in the statutes providing for the certification of minors. Restrictions for this purpose rested only on factories, workshops, manufacturing, mechanical and mercantile establishments, leaving wide opportunity in other lines for the employment of children. Regulations regarding hours of labor and night work are also extended to all working children under sixteen. It is now unlawful to employ minors under sixteen years of age in private bowling alleys after 6 in the evening, or to permit them to work on milk wagons before 6.30 in the morning, or to be employed as ushers in theatres after 6 in the evening.

Chapter 410, An Act relative to the Participation of Minors in Certain Street Trades. — Through this act the regulations regarding street trades, which previously applied only to places of over 50,000 inhabitants, are extended to all cities and towns in the State, the licensing system is strengthened, and the hours of minors employed in street trades are further regulated.

This legislation has increased the duties of the inspection force, and added materially to the work of the entire Division.

INDUSTRIAL SAFETY.

The progress made each year in keeping work places safe proves the wisdom of giving authority to the Department to adopt rules and regulations for the removal of hazards from industry. The fundamental requirements in safeguarding machinery are no longer questioned. Compliance is generally made with orders from the Department of Labor and Industries to prevent exposure to inrunning gears, set screws on revolving parts, vertical and horizontal transmission shafting, couplings, collars, sprockets and other well-known hazards. In the modern industrial establishments great care is usually given such matters, and permanent passageways and gangways kept free from protruding nails and obstructions over which persons might fall and sustain physical injury.

To control the point of operation effectively is a more difficult problem. In certain industries the intricate character of the machine and the nature of the process render this result hard to accomplish.

During the past year inspectors issued 5,229 orders to eliminate hazards found existing in the manufacturing and mechanical establishments of the Commonwealth. In some instances a single order was the means of removing many hazards and diminishing the possibility of industrial injury. The work of the inspectors in this connection is not confined to inspecting the plant and requesting orders for the correction of violations. Technical advice is given and assistance rendered in securing compliance with the requirements.

BUILDING OPERATIONS.

The large number of fatal accidents and permanent disabling injuries occurring in building operations point to the need of frequent inspection of buildings and structures in the course of their erection.

With only a small group of men to cover this field adequate supervision cannot be attained. Well-established building contractors co-operate with the Department in observing the rules and regulations, and manifest an interest in providing safe conditions of employment for their workmen.

In the building industry many small concerns do not insure their employees for incapacity arising from industrial accidents. Such concerns are frequently without property, and no recovery by workmen can be made when action is brought against them in the courts. Because of these facts special efforts have been made to enforce the obligations fixed by law for the protection of employees engaged in this hazardous work.

During the past year 4,868 inspections on building operations were made and 404 orders issued where violations were discovered, as compared with 5,426 inspections and 1,041 orders the previous year. In the same period 664 firms engaged in the painting business have registered with the Department, as required by law.

Through inspection of painting operations hazardous equipment is often found and verbal orders issued to make immediate correction. Ladders with a damaged side or rung, ropes that chafe or rub on sharp stones found outside new houses, defects of any kind in rigging are immediately brought to the attention of the contractor, and prompt correction made.

RULES FOR SAFEGUARDING POWER PUNCH PRESSES.

In the report of the Industrial Accident Board for the year 1920 a new table is given which presents concise information relative to the mechanical cause of specific injuries. It is of value to the inspectors in pointing out the sources of permanently disabling accidents. From this table it is ascertained that for the year ending June 30, 1921, 1,277 specific injuries were sustained at the point of operation. Of this number, 945 represented the loss of one finger or thumb; 124, two or more fingers; 107, one eye; 37, one hand; 29, one toe; 14, one foot or leg; 8, two or more toes; 7, two fingers of both hands; 2, one finger on each hand; 2, the sight of both eyes; 1, one finger on one hand and two on the other; 1, one hand and two fingers. Of these injuries 285 occurred at the point of operation on metal-working machines in which the power punch press is the principal factor.

Various types of the power punch press are in use. In recent years effective safeguards have been devised. These are of a stationary band, fence, wire mesh or sweep type, operating across and in front of or between the die and punch. In many instances, when the nature of the work makes it impracticable to use any of these guards, pliers or other implements are provided to place the work in and remove it from the die. Some presses are constructed so that the tripping motion shall be operated with both hands, thus keeping fingers away from the point of operation.

A committee has been appointed to draft rules and regulations providing for the uniform safeguarding of power punch presses.

Several meetings have been held and progress made in preparing rules and regulations. The personnel of the committee is as follows:—

Harry R. Sinclair, President, Worcester Stamped Metal Company, Worcester.

John W. Higgins, President and Treasurer, Worcester Pressed Steel Company, Worcester.

George E. Blake, Blake Manufacturing Company, Springfield.

Edward Coffin, Associated Industries, Boston.

Nathan M. Doen, General Electric Company, Lynn.

A. L. Purkell, American Can Company, South Boston.

George E. Sanford, President, American Society of Safety Engineers, General Electric Company, Lynn.

Stephen E. Whiting, Assistant Chief Engineer, Liberty Mutual Insurance Company, Boston.

Martin T. Joyce, Secretary-Treasurer, Massachusetts Federation of Labor, Boston.

SAFEGUARDING OF MACHINERY BY MANUFACTURERS.

In an effort to reach the problem of unguarded machinery at its source, the Department has sought co-operation with manufacturers of machinery in Massachusetts. Inspectors occasionally find machines of modern construction not properly equipped with guards covering inrunning gears, and other machine points of a hazardous nature. Massachusetts manufacturers have evinced an interest in this matter, and in many instances complied with suggestions to equip machines with guards before placing them on the market.

When it was found that employees sustained accidents on machines built in other States not fully equipped with safeguards, this work was carried forward through means of correspondence. Several accidents on bread-making machinery came to the attention of the Department and were investigated in the routine manner. It was found that the causative factors were the same in each case, and that the hazard could be reduced through slightly changed construction. When the matter was brought to the attention of the manufacturers, they were glad to accept the recommendations made by the Department.

ACCIDENT PREVENTION.

During the year ending November 30, 1921, 1,448 accidents were investigated. These were injuries causing death or permanent partial disability, including the loss of limbs, hands or feet, fingers or toes, or eyesight. The investigation of accidents to children between fourteen and sixteen years of age has been made a leading feature of this work.

This has assisted in preventing exposure of children to hazardous work in industry, and in securing compliance with requirements of the certificate law. It was necessary to issue

76 orders and prosecute in 35 cases persons who violated the statutes relative to prohibited employment of minors in proximity to dangerous machinery.

Approximately 24,000 children from the industrial establishments of Massachusetts are now attending 47 continuation schools, where the law provides they must receive instruction for at least four hours a week. Co-operation has been given by the inspection force to the directors of these schools in teaching the pupils the need of exercising care in industry.

In this way children are instructed to avoid certain practices which experience shows to be sources of occupational injury.

The accident statistics of Massachusetts for the year ending June 30, 1919, indicate that 10 children between fourteen and sixteen years of age were victims of fatal accidents, while 62 sustained permanently disabling injuries; for the corresponding period ending June 30, 1920, 7 children were fatally injured and 39 received disabling injuries; while for the year ending June 30, 1921, 5 children of the same age group lost their lives because of accidents in industry and 13 suffered injuries of a permanently disabling nature.

In 1919, 50,000 minors between fourteen and sixteen were employed; in 1920, 47,000; and in 1921, approximately 36,000. While the number of minors of this group found in industry for the current year is approximately 28 per cent less than in 1919, and 23 per cent less than in 1920, the fatal accident rate has been reduced 50 per cent since 1919, and 28 per cent since 1920, and the rate for permanently disabling injuries has been reduced about 80 per cent since 1919, and 33 per cent since 1920. The substantial progress made in reducing accidents to children is due in part to the persistent work of the inspection force.

Establishments in the textile and shoe industries, printing and machine shops, paper mills, rubber factories, foundries, laundries and manufacturing and mechanical establishments of other types have been visited for special investigation of accidents.

In recent years employers and workmen in industrial establishments have joined in the organization of safety committees for the purpose of preventing accidents. Inspectors in the

large manufacturing districts have done much to stimulate the work of these safety committees, attending shop meetings and visiting safety councils, and contributing valuable assistance from their experience.

HOURS OF EMPLOYMENT FOR WOMEN AND MINORS.

Inspections made in 34,589 industrial establishments resulted in issuing 11,403 orders dealing with the employment of women and minors. These included requests to procure and return employment and educational certificates, posting of time notices, and correcting irregularities discovered in connection with the hours of labor.

The interest of the public in the enforcement of the statutes protecting women and children is manifested by the 521 complaints dealing with violations of these requirements. Each complaint was given prompt attention by the Department and compliance with the statutes secured.

Efficient service has been rendered by the inspectors in the enforcement of the laws designed to protect working children. A form of illegal child employment requiring special attention is the employment of children under sixteen years of age in mercantile establishments after 6 o'clock in the evening. Many children between fourteen and sixteen are certified for employment in order that they may work when schools are not in session, subject to the law regulating their hours of labor. It was found that many proprietors of small mercantile establishments violated the statutes in this respect while complying with many other provisions of the law relative to the employment of minors.

Certain evenings in each month are now given to inspecting places where children might be employed illegally. In these duties inspectors have not hesitated to work long hours, searching for children who may be employed on milk wagons in the very early hours of the morning, or visiting places of amusements in the late hours of the night.

In the early summer months the beach resorts and amusement parks were given special attention. Prosecution was entered in a number of cases when violations were found.

Attention has also been given to the employment of children in dancing on the stage, and taking part in public exhibitions forbidden by statute.

SUMMARY OF INSPECTIONS.

The following statement indicates the activities of the inspection force for the year ending November 30, 1921:—

Inspections.

Mercantile	23,204
Mechanical	11,385
Building operations	4,868

Total	39,457
Reinspections	11,778

Visits.

Complaint	1,740
Accident	1,448
Occupational disease	197
Home work	1,176
All other	145

Total	4,706
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Total inspections and visits	52,060
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Orders Issued.

Labor:

Employment of women and minors	2,785
Posting time notices	4,023
Minors in prohibited trades	76
Procuring and returning certificates	4,519

Total	11,403
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Health:

Sunday work, one day's rest in seven	276
Ventilation, humidity, dust removal, drinking water	251
Lighting, injury to eyes	17
Toilet and washing facilities, etc.	3,329
Medical chest	1,423
Meal hours, seats, lockers	83
Miscellaneous	159

Total	5,538
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Industrial safety:	
Communication with engine room	44
Guarding machinery	2,845
Building operations	404
General miscellaneous	156
<hr/>	
Total	3,449
Verbal orders issued	2,184
<hr/>	
Total orders issued	22,574
Orders complied with	20,550

Complaints.

Minors:

Employed under fourteen years of age	49
Employed without certificates	61
Employed in prohibited trades and on dangerous machinery	13
Illegal public exhibition of children	18
Health and sanitation (impure drinking water, failure to provide lockers, inadequate toilet facilities, etc., no seats for women, inadequate or no blower system)	182
Time notices:	
Not posted	17
Improperly posted	—
At time other than stated	—

Overtime employment:

Women and minors	363
Public works	46
Nonpayment of wages	922
Illegal advertising	42
Unguarded machinery	16
Building operations	42
Labor, general (fines, holiday employment, weavers' specifications)	49
<hr/>	
Total	1,820

Licenses granted for home work	1,033
Registration of painters	664
Wages paid by employers after complaint	\$10,336.12

INDUSTRIAL HEALTH.

During the year 5,538 orders were issued requiring the removal of conditions unfavorable to the health of employees. Of this number, 3,329 required compliance with the rules and

regulations regarding toilet and washing facilities. The enforcement of these regulations is closely associated with the well-being of employees.

Industrial diseases are frequently traced to the habit of workers of eating with hands soiled by contact with toxic agencies, such as lead, arsenic, mercury and benzine compounds frequently required in connection with certain manufacturing processes. In establishments where employees are exposed to these conditions and the work is especially dirty, running hot and cold water must be provided.

In factories and shops where machinery is used, medical or surgical chests must be provided and maintained; and in establishments of this type where 100 or more persons are employed, first-aid rooms with complete equipment must be furnished for the use of employees who may be injured or taken ill upon the premises. During the year 1,423 orders were issued in connection with these requirements. The need of prompt treatment for cuts, bruises, burns and lacerations is essential. The purpose is to prevent infection of the wound, and the possibility of extended incapacity for work on the part of the employees. The good accomplished by first-aid rooms in establishments where the administration is given by a qualified nurse cannot be made apparent through the means of statistical tables. Its greatest value lies in teaching workmen the importance of personal hygiene as a means of preserving health. Inspectors usually secure co-operation from employers in meeting requirements of the law in this respect.

Insuring toilet and washing facilities in industrial establishments constitutes one of the duties of the Division. The law provides that these facilities shall be installed in accordance with specific rules and regulations adopted by the Department, requiring that accommodations shall be conveniently accessible, separate for each sex and plainly so designated. The location and construction of these conveniences must be so arranged as to assure privacy for women. It was necessary to issue 3,329 orders during the year, where existing conditions were not according to the required standards.

OCCUPATIONAL DISEASES.

Lead Poisoning.

In the past twelve months 96 cases of lead poisoning have been investigated, 48 of these occurring in the painting trade. A large number of cases in this business may be traced to the fact that workmen mix and handle so much lead and oil, and inhale or swallow the dust of old paint which they scrape or rub down with sand paper or pumice.

Painters are often found working in unfinished buildings where water and heating facilities have not been installed, and no suitable facilities for washing or changing work clothing exist. Under such circumstances the men frequently eat their noonday lunch without taking necessary precautions.

In many cases it is found that such employees have been absorbing lead into their system for years before failing health appears. Examination of these cases by the industrial health inspector includes an investigation of the place of employment, where this is possible, and a personal interview with the workmen, in which necessary advice is given with reference to principles of hygiene.

Nine cases of lead poisoning occurred in the rubber industry, where this hazard is frequently discovered in the compounding room. Frequent inspection of such premises is the rule of the Division, and co-operation has been received from the employers in this industry in complying with laws relative to ventilation and the control of dust hazards.

Six cases were found in the plumbing trade, where lead is an integral part of many processes used. Other cases investigated were among workmen engaged as iron workers, metal workers, in sandpapering automobile bodies, and in the printing trades.

Anthrax.

From December 1, 1920, until November 30, 1921, there were reported to this Department six cases of anthrax, none of which resulted fatally. In four of these cases workmen employed by leather concerns were affected. In the other two the disease was traced to the use of new shaving brushes.

There has been a steady decline each year in the number of anthrax cases since 1917, when 52 cases were reported, 18 cases having been reported to the Department of Labor and Industries in 1920. Reports from inspectors indicate that careful attention is given to sanitary conditions in establishments where this disease has been known to appear.

In many tanneries employees are required to report to the plant physician at the first-aid room for treatment of slight injuries as a precaution against developing anthrax. Practical measures of this character have proved effective in preventing the disease.

National and State regulations apparently have controlled many of the conditions that promote industrial anthrax, and explain in part the steadily diminishing number of cases each year.

Gas and Fume Poisoning.

The removal of fumes, gases and dust from establishments where toxic substances are used in the processes of manufacturing is usually effected through the installation of locally applied exhaust systems. Frequent visits to plants where these conditions prevail is a necessity. In manufacturing establishments where special health problems of this description exist, assistance is rendered by the industrial health inspector.

Other Occupational Diseases.

Other occupational diseases investigated by the inspectors include acid, brass and chrome poisoning. Several cases of dermatitis also received their attention. Workmen afflicted in this manner were employed as wool scourers, brass polishers, electrical workers, machine tenders in a dye plant, in photographic establishments and print shops, and in handling dyes and tar products. The absorption of poisonous material through the skin was mainly responsible for several of these cases. Dust fumes and chemical compounds from the hands or clothing are frequently the cause of severe industrial dermatitis.

The Department has issued orders when it was found necessary in places where such conditions were found, and the in-

spectors have instructed employees in matters of personal hygiene. During the year 197 cases of industrial disease were investigated.

EMPLOYMENT ON PUBLIC WORKS.

Forty-six complaints were made to the Department during the year, alleging violations of the eight-hour law in the construction of public works. These complaints are restricted entirely to the summer months, and refer to contractors engaged in the building of roads or in the repair or construction of highways by cities or towns. Investigation of these complaints has been made by the building inspectors.

The statutes provide that the service of laborers, workmen and mechanics on public works may extend over eight hours in any calendar day, or forty-eight hours in a week, if extraordinary emergencies exist. These are defined by law as danger to property, life, public safety or public health.

In narrow thoroughfares of large cities, where repair work frequently becomes necessary, the claim is made that access to manufacturing establishments in case of a fire is impeded by these conditions in the street, and that emergency employment is justified.

Such conditions are frequently given as reasons for the existence of extraordinary emergencies in construction work on the highways of the Commonwealth. The investigations which invariably follow the complaints reveal the fact that in many instances an extraordinary emergency justified the employment of men overtime.

When violations of the law were found contractors were notified and compliance with the statutory requirements promptly secured. Co-operation has been received from many of the large contractors engaged in this work, and the Department advised regarding possible emergencies when streets were opened. This afforded opportunity for investigation, and enabled the Department to render a decision satisfactory to both parties. If work required closing the street to travel and it was clearly established that existing danger threatened public safety and property, an extraordinary emergency was promptly acknowledged by the Department. Contractors

generally complied with the law when inspection proved that overtime work was not justified.

Eight violations of the law giving preference to citizens in the construction of public works were reported. This law provides that in the employment of mechanics, teamsters and laborers preference shall be given first to citizens of the Commonwealth who have served in the army or navy of the United States in time of war and who have been honorably discharged or released from active duty. Preference is then given to citizens of the Commonwealth generally; and if these cannot be obtained in sufficient numbers, then preference is given, finally, to citizens of the United States. In the enforcement of this law contractors yielded at once in giving preference to citizens of the Commonwealth who were veterans of the World War. In every case of this nature coming to the attention of the Department, inspectors succeeded in establishing the right of citizens to this employment as defined in the law.

During the season when street building operations were taking place a general investigation was made of this work in twenty-seven cities and towns, for the special purpose of noting if compliance existed with the statutes regulating the hours of labor and giving preference to citizens. Contractors who were found doing work in these places were received in conference by representatives of the Department, and a better understanding established with respect to the requirements of the law.

WEEKLY PAYMENT LAW.

Failure to comply with the requirements of the weekly payment law is responsible for the largest number of complaints entered. The amounts involved are frequently small, and collection through assistance of legal counsel would prove unprofitable. Many complaints of this nature are directed to the Department by police officials, court officers and charitable organizations. During the past year 922 cases were handled, in connection with which \$10,336.12 in wages due were paid to workmen and 83 prosecutions entered in the courts.

Much time is occupied by the clerks in reconciling conflicting claims, for many cases have their origin in dispute over rates agreed upon. Employees are advised to seek remedy in the

civil court only when agreement cannot be reached and when it is apparent that the case is not within the provisions of the criminal statute. In the branch offices located at Fall River, Lawrence, Worcester, Springfield and North Adams this work is now attended to by the clerk in charge of the office.

LICENSES GRANTED FOR HOME WORK.

In the twelve months ending November 30, 1921, 1,033 licenses have been granted in accordance with the requirements of section 142, chapter 149 of the General Laws. Three applications were denied on the ground of insanitary conditions in the apartments.

Efforts were continued during the year to secure co-operation from persons hiring, employing or contracting with a member of the family to make, alter or finish wearing apparel in a room or apartment of a tenement or dwelling house. This is essential to prevent wasteful visits on the part of inspectors. Credit should be given concerns who exercise care in this respect and assist the Department in securing prompt inspection of the work places.

COUNSEL'S OFFICE.

This office has pursued its policy of resorting to the courts only in cases of deliberate violation of the labor statutes. The inspectors were instructed to inform employers of labor, by means of the various Department orders, of the requirements of the law whenever it was apparent that the infractions were unintentional. This practice has been highly successful.

Although the number of cases taken to court is substantially the same as last year, it will be noted that a much larger percentage of them is made up of complaints for nonpayment of wages. In the majority of the cases which were disposed of on pleas of "nolo" or dismissed, such disposition was made upon the recommendation of the Department, upon payment to the complainant of the wages due. Otherwise civil action would have been necessary to collect the amount.

A summary of the prosecutions entered is given below:—

Prosecutions	303
Verdicts:	
Guilty	235
Nol pros	—
Nolo	36
Dismissed	19
Not guilty	13
Character of offence:	
Minors:	
Employed under fourteen years of age	16
Employed without certificates	42
Employed in prohibited trades and on dangerous machinery	35
Illegal public exhibition of children	—
Health and sanitation (impure drinking water, failure to provide lockers, inadequate toilet facilities, etc., no seats for women, inadequate or no blower system)	8
Time notices:	
Not posted	26
Improperly posted	6
At time other than stated	19
Overtime:	
Women and minors	57
Public works	—
Nonpayment of wages	83
Illegal advertising	4
Unguarded machinery	—
Building operations	1
Labor, general (fines, holiday employment, weavers' specifications)	6
Total	303
Disposition:	
Cases in which fines were imposed	83
Cases placed on file	38
Total of fines imposed	\$1,797

RECOMMENDATIONS FOR DIVISION BUDGET.

The Legislature of 1921 authorized an appropriation of \$131,600. The estimate for the ensuing year is \$130,115.

There is no separate budget for the Department, and its general expenses, including the traveling and other expenses of the commissioners, are provided for in the estimates of this Division.

FINANCIAL STATEMENT.

	1921 Appropriations.	Expenditures.	Unexpended Balance.	1922 Estimated Expenditures.
Personal services	\$100,700 00	\$94,529 18	\$6,170 82	\$101,715 00
Expenses	14,100 00	11,161 66 ¹	2,938 34	13,000 00
Travel	16,800 00	13,117 91	3,682 09	15,400 00
Totals	\$131,600 00	\$118,808 75 ¹	\$12,791 25	\$130,115 00

¹ This includes outstanding bills estimated at \$1,200.

REPORT
OF THE
BOARD OF CONCILIATION AND ARBITRATION

BOARD OF CONCILIATION AND ARBITRATION

EDWARD FISHER, *Chairman*, HERBERT P. WASGATT, SAMUEL ROSS.

During the year an important change has occurred in the personnel of this Division, occasioned by the retirement on June 1 of Mr. Bernard F. Supple, under the retirement act, after thirty-four consecutive years of service as secretary. He was the first secretary, having been appointed soon after the Board's establishment. The Board recognizes that such a long period of service is unusual and is ample testimony of the faithful, conscientious and efficient service rendered by Mr. Supple, who in this position had continually to exercise a high degree of tact, patience and judgment in order to secure and hold the confidence of the contending parties in labor controversies.

The Board in its previous report emphasized its policy to investigate, so far as possible, all labor controversies arising in the Commonwealth. The Board has been able to carry out this policy through the able assistance of its agent, Mr. Fred M. Knight of Haverhill, who was assigned from the Division of Industrial Safety to this Division for this purpose.

SUMMARY OF THE YEAR'S WORK.

There were, at the beginning of the year, 12 joint applications for arbitration pending. During the year 561 joint applications for arbitration were filed, making a total of 573 arbitration cases before the Board for action. In addition, 13 normality petitions were filed. Of the normality petitions, 4 have been granted, 4 have been dismissed, and the remaining 5 have been placed on file at the request of the petitioners. Of the arbitration petitions, 8 have been mutually settled, 133 deci-

sions have been rendered, and 23 cases either abandoned or withdrawn, leaving 409 still pending, further reference to which is made under the heading "Arbitration."

CONCILIATION.

During the year the Board has investigated or otherwise been in communication with the parties in the medium of conciliator in 70 cases, a majority of which have been adjusted. Among the more important of these labor controversies are the following:—

Boston Building Trades.—On January 20 there was a cessation of work in the building trades in Boston and vicinity as a result of the inability of members of the Building Trades Employers' Association, comprising about 300 employers, and of the United Building Trades' Council, comprising 31 distinct trades, to reach a settlement of their differences. The efforts of the Board to adjust these differences proved unavailing, and in the performance of its duty the Board made an investigation, a report of which will be found among its decisions.

Boston, Revere Beach & Lynn Railroad Company.—In February the Boston, Revere Beach & Lynn Railroad Company gave notice to its employees of a proposed reduction in wages and a change in working conditions. The Board, finding that the parties were apparently unable to adjust their differences and that a labor controversy was likely to result, and further finding that the time was insufficient within which to make an investigation, requested the company to postpone action for the period of one week. This request was acceded to and conferences were held. After ascertaining the facts, the Board was convinced that no basis of adjustment could be reached unless both parties were willing to make concessions. As a result of the conferences, the company consented to waive two-fifths of the proposed reduction and also to abandon the contemplated changes in working conditions. Under these modifications the reduction would average about 12 per cent. On March 21 a settlement was reached upon this basis and a strike averted. This was a matter of great importance, not only to the localities served by this railroad, but also to the company and the employees as well, as it was one of the

first reductions attempted by any railroad in this country. The agreement reached reflects credit upon the spirit in which each party to the controversy met and recognized the rights of the other.

Eastern Massachusetts Street Railway Company.—In the early part of May it became apparent that the trustees of the Eastern Massachusetts Street Railway Company and the employees of the company were unlikely to adjust their differences, which involved the interpretation of their agreement, a proposed reduction in wages, and a change in working conditions. This was a matter of serious concern to the communities in the eastern section of the State. During the week of May 8 interviews were held by the Board with the trustees and the representatives of the employees, resulting in a joint conference held at the office of the Board May 13 and 14. At this conference an agreement was reached that whatever differences could not be adjusted by the parties would be presented to the Board for arbitration, thereby averting the threatened strike. As the parties were unable to agree upon certain rules and working conditions, these questions, together with the proposed reduction in wages, were arbitrated, and a decision was rendered by the Board on May 28.

A. C. Lawrence Leather Company and National Calfskin Company.—In January a labor controversy between the A. C. Lawrence Leather Company and the National Calfskin Company (corporations operated by the National Leather Company) and their employees came to the attention of the Board. It appeared that these two companies had an agreement with members of the Leather Workers' Union, which expired November 1, 1920. The two companies notified the representatives of the union that on and after that date they would cease to have any further dealings with the union as such, but would be willing to deal with their own employees, either individually, collectively or through a committee. A reduction in wages was also to be put into effect. On February 11, 1921, about 44 men ceased work in the tacking department of the National Calfskin Company, which employed about 550. A general cessation of work on the part of the employees of this plant took place on February 25.

The Board investigated the matter, and, after conferences with both parties, endeavored to adjust the differences, but was unable to do so. On March 31 practically all of the employees, about 1,200 in number, ceased work in the plant of the A. C. Lawrence Leather Company. The Board, after consultation with the mayor of Peabody and others, being unable to conciliate the differences or to induce the employers to submit the matter to arbitration (which the employees agreed to do), proceeded under the statute to hold a public hearing to determine who was mainly responsible for the existence of the labor controversy.

The first hearing was held on April 27, and hearings were continued on various dates for a period of about a month. In each instance the hearings assumed the nature of conferences, during which the company submitted two offers of adjustment which were refused by the employees. On May 24 a proposition was submitted by the company which, briefly stated, was that within the next thirty days work would be guaranteed to 900 former employees of the A. C. Lawrence Leather Company and 300 former employees of the National Calfskin Company, but without recognition of the union. This proposition was accepted by the men and the controversy adjusted.

Moore Drop Forging Company. — On December 8, 1920, a controversy arose between the Moore Drop Forging Company and its employees, the company then employing about 500 men in its two plants, one in Springfield and the other in Chicopee, resulting in the cessation of work of about one-third of its employees. The controversy arose mainly over the company's introducing a system known as the individual contract. The Board was unable to adjust this controversy, and later held public hearings to determine which party was mainly responsible. The company attempted, through legal proceedings, to prevent the Board from making an investigation of this controversy, and the matter was taken to the Supreme Judicial Court. An opinion was rendered about the middle of September under the title, "*Moore Drop Forging Company v. Fisher et als.*," in which the court sustained the Board in its position that it had a right to continue with the investigation

with certain limitations. The details of this controversy, together with a reference to this decision, are set forth in the report on this investigation which appears among the Board's decisions.

ARBITRATION.

The work of the Board in arbitrating differences between employers and employees is reflected in the decisions, and needs no extended comment. The chief work of the Board in this important branch of its duties has been, as in the past, in the boot and shoe industry, the most important case outside of this industry being that of the Eastern Massachusetts Street Railway Company.

Of the 409 joint applications for arbitration pending, 389 are applications from manufacturers of Brockton, members of the Brockton Shoe Manufacturers' Association, and from employees, members of the Boot and Shoe Workers' Union, on the question of reduction in wages. These applications, when all have been filed, will comprise 13 departments in each of the factories, about 28 in number, and will cover many thousands of items. This is one of the most important matters ever presented to this Board for determination, affecting as it does the chief industry of Brockton with its thousands of employees. The submission of these applications bears testimony to the harmonious operation of the agreement between the manufacturers and the employees, under the terms of which all differences not otherwise adjusted are presented to the Board for arbitration without any cessation of work. Of the remaining 20 applications for arbitration pending, some are also from the South Shore district, and involve the same issue. These will undoubtedly be heard and a decision rendered in conjunction with the above-named cases.

INVESTIGATION.

Under the provisions of the law, where the Board has been unable to secure an adjustment of a labor controversy or to obtain an agreement to submit the same to arbitration, the Board is called upon to make an investigation and determine who is mainly responsible for its existence.

The first investigation was of the controversy arising between members of the Building Trades Employers' Association of Boston and members of the United Building Trades' Council, a report of which, with the details thereof, is included among the decisions of the Board.

The second investigation was of the controversy arising between the A. C. Lawrence Leather Company and the National Calfskin Company, corporations affiliated with the National Leather Company, and their employees. A settlement was reached, rendering a report unnecessary.

The third investigation was of the controversy arising between the Moore Drop Forging Company and its employees, a report of which is set forth among the decisions of the Board. In this report the Board finds that "there is no labor controversy justifying further proceedings on its part, either of investigation or for placing the responsibility for the original controversy."

Following is a list of industries in which joint applications for arbitration have been filed, with the issues arbitrated thereunder, also a list of industries investigated by the Board as a conciliator, with the matters in controversy.

The Board again takes this opportunity to extend to the parties with whom it has had dealings its most sincere appreciation of their assistance and co-operation. It trusts and believes that a continuation of these relations will inure to the benefit of the Commonwealth.

LIST OF INDUSTRIES AFFECTED AND PRINCIPAL DIFFERENCES
IN CONCILIATION AND ARBITRATION CASES.

CONCILIATION.

Industries affected.

Automobile accessories.	Machinery.
Baking.	Metal trades.
Barber.	Novelties.
Building.	Paper.
Carpet manufacture.	Printing.
Clothing.	Restaurant.
Coal.	Rubber.
Forgings.	Shipbuilding.
Furniture.	Shoemaking.
Gas.	Textiles.
Leather.	Theater.
Lumber.	Transportation.

Principal Differences.

Classification of employees.	Individual contract.
Closed shop.	Interpretation of agreement.
Discharge.	Shop conditions.
Hours.	Wages.

ARBITRATION.

*Industries affected.**Issues arbitrated.*

Leather.	Wages.
Shoemaking.	Interpretation of contract.
	Discharge.
	Wages.
Transportation.	Wages and working conditions.

FINANCIAL STATEMENT.

	1921 Appropriations.	Expenditures.	Unexpended Balance.	1922 Estimated Expenditures.
Personal services	\$17,000 00	\$9,555 00	\$7,445 00	\$19,750 00
Expenses	6,000 00	3,788 68	2,211 32	6,185 00
Totals	\$23,000 00	\$13,343 68	\$9,656 32	\$25,935 00

REPORT

OF THE

DIVISION OF MINIMUM WAGE

DIVISION OF MINIMUM WAGE.

EDWARD FISHER, *Chairman*, HERBERT P. WASGATT, SAMUEL ROSS.

ETHEL M. JOHNSON, *Acting Director*.

SUMMARY OF THE WORK FOR 1921.

On account of the number of wage decrees requiring revision, the Commission felt it advisable to attend to this work before undertaking new activities. Accordingly the emphasis has been placed upon inspections to determine compliance with the existing decrees, and arrangements for reconvening wage boards. Four wage boards, including three reconvened boards and one new board, have been in session during the year. Three of these began their work the previous year. Five other boards are being reconvened at the present time, and a new board, the third for the occupation, is being formed for the paper box industry. Inspection has been made under the two decrees entered this year, as well as under six of the earlier decrees. In addition the Commission conducted an investigation of the wages of women employed in the public housekeeping occupation.

The year just ended has been a serious one for minimum wage work. The business situation increased the problems of the wage boards and made it difficult to secure compliance with the recommendations. The Commission has this year for the first time been obliged to publish the names of employers violating its decrees. This action was taken in the case of eleven paper box firms and one office building owner. According to the opinion of the Attorney-General, the law imposes on the Commission the obligation to proceed in this manner in the case of non-compliance.

An effort to secure greater uniformity in the wage determinations of the different boards has been made through reconvening several boards at the same time and arranging for conferences between representatives of the public on the various

boards. An outline of the activities conducted during the year follows. Detailed account of the more important lines of work is presented in the succeeding sections.

OUTLINE OF ACTIVITIES.

Publications. — The following publications have been issued:—

Report of the Minimum Wage Commission for year ending November 30, 1920, constituting the eighth annual report of the Commission. (Included in the annual report of the Department of Labor and Industries for 1920. Published also as a reprint with certain supplementary material.)

Statement and Decree for Office and Other Building Cleaners.

Wage Boards. — During the year wage boards for the following occupations have been in session:—

Office and other building cleaners board (reconvened the previous year; work completed during the present year).

Minor lines of confectionery and food preparations board (organized the previous year; work completed during the present year).

Men's furnishings board (reconvened; in session the previous year; work continued during the present year. In session).

Retail store board (reconvened and in session this year).

In addition the following boards are being reconvened: brush, laundry, muslin underwear, women's clothing and men's clothing and raincoat. A third board is being formed for the paper box occupation.

Hearings. — Public hearings on the question of acceptance of wage board determinations have been held, as provided by law, for employers in the office and other building cleaners occupation, and for manufacturers of minor lines of confectionery and food preparations. A hearing on the question of establishing a wage board for druggists' preparations, compounds and proprietary medicines was held December, 1920.

Decrees entered. — Decrees have been entered by the Commission fixing minimum rates of wages for women and girls in two occupations, as follows:—

For office and other building cleaners, a minimum rate of 37 cents an hour, and \$15.40 a week, effective February 1, 1921.

For minor lines of confectionery and food preparations establishments, a minimum rate of \$12 a week, effective November 1, 1921.

Inspections. — Inspections to determine compliance with the Commission's recommendations have been made under the decrees listed below. They include the two entered in 1921, and seven of those entered in 1918, 1919 and 1920.

Occupations covered.

Candy (two inspections, spring and fall).	Office and other building cleaners.
Canning and preserving.	Paper box.
Corset.	Wholesale millinery.
Knit goods.	Women's clothing.
Minor lines of confectionery and food preparations.	

Enforcement of Decrees. — Compliance with the decrees has been secured in the canning and preserving, corset, and wholesale millinery occupations. A few cases pending under the candy, knit goods, and minor lines of confectionery decrees will probably be adjusted.

Investigations. — During the year the Commission has conducted an investigation into the wages of women employed in the public housekeeping occupation. Inquiry as to the cost of living for working girls in different sections of the State has been made for the purpose of collecting data for the wage boards.

INVESTIGATION.

A summary of the result of the wage investigation is given in the section following. This includes a statement of the method and scope of the inquiry and mention of the general level of wages. The tables showing the wage situation in the occupation are not presented. This material is on file in the office of the Commission, and may be consulted there by persons interested.

Wages of Women employed in the Public Housekeeping Occupation.

The investigation of the public housekeeping occupation included both summer hotels and those open throughout the year, restaurants, tea rooms, apartment houses, clubs, hospitals and

similar institutions. A study of the wage situation in hotels and restaurants was made by the Commission in 1916 and 1917.

The field work for the present investigation was conducted in the months May through August. Agents of the Commission visited 308 establishments, including 148 hotels, 129 restaurants and tea rooms and 31 apartment houses, clubs and institutions, located in 65 cities and towns throughout the State. Wage records available for tabulation covering one week's pay were secured for 7,311 women and girls. These comprise records for 2,305 women employed in hotels open the year around, and 1,202 women in summer hotels, 2,834 women in restaurants and tea rooms, and 970 women in clubs, apartment houses, hospitals and other institutions.

The wage situation in these institutions is complicated by the fact that payment in the form of meals and lodging is frequently made in addition to a money wage. Of the women employed in hotels open all the year, more than one-half, 1,106, or 50.7 per cent, received room and three meals a day. Approximately one-fifth, 487, or 22.3 per cent, received three meals without lodging. In the summer hotels, 1,158 women, or 96.3 per cent, received board and lodging, and 2.5 per cent three meals alone. Of the women employed in restaurants and tea rooms, 1,129, or nearly one-half, 47.9 per cent, received three meals a day as a part of their wage. Of those in clubs, apartment houses, hospitals and other institutions, 402, or 51.6 per cent, received room and board, and 177, or 22.7 per cent, received three meals without room. Of the women living out but receiving three meals a day as part of their wages (1,823, or 25 per cent of the entire number of whom wage data were secured), 43.7 per cent in all-year hotels, 80 per cent in summer hotels, 32.2 per cent in restaurants, and 44.1 per cent in institutions were receiving a money wage of less than \$10 a week. The general level of wages for women employed in hotels and restaurants has been raised since the investigation made in 1916. No comparison for institutions is possible, as they were not included in the former study.

RESULT OF WAGE BOARD ACTIVITIES.

Four wage boards, those for office and other building cleaners, men's furnishings, minor lines of confectionery and food preparations, and retail stores, have been in session during the year. Of these, the retail store and men's furnishings boards are still sitting. With the exception of that for minor lines of confectionery and food preparations, all of the boards were reconvened. Only one board, that for retail stores, was convened this year. An account of the work of the individual boards follows.

Office and Other Building Cleaners Wage Board.

The wage board for office and other building cleaners was reconvened the preceding year. Its sessions were completed and the report submitted during the present year. This report was signed by fourteen of the fifteen members of the board, including all of the representatives of the public and all of the employer members. The determinations provided a minimum hourly rate of 37 cents for less than forty-two hours per week, and a minimum weekly rate of \$15.40 for forty-two hours or more per week. After a public hearing at which one employer appeared in opposition, the Commission finally approved the determinations and entered a decree effective February 1, 1921. This decree supersedes the one entered in 1919.

Minor Lines of Confectionery and Food Preparations Wage Board.

The sessions of the minor lines of confectionery and food preparations wage board were started in 1920 and continued in 1921.

Because of the business situation and the fluctuating prices, the board adjourned for two months in the hope that conditions might be more stable when the work was resumed. After sixteen meetings, the board, on June 24, 1921, submitted to the Commission a unanimous report of its determinations. The wage board found the cost of living for a self-supporting woman in the occupation to be \$13.50 a week. Owing to the financial condition of the industry, a minimum rate below the

cost of living was recommended. The determinations submitted provided a minimum of \$12 for experienced workers, and special rates of \$10, \$9 and \$8 for learners and apprentices. After provisionally approving this report and holding a public hearing thereon at which no one appeared in opposition, the Commission approved finally the determinations of the board, and entered a decree effective November 1, 1921.

Retail Store Wage Board.

Acting under authorization of an amendment passed last year permitting the Commission to reconvene wage boards on its own initiative when in its opinion such action is necessary to meet changes in the cost of living, the Commission voted to reconvene six of the former boards. The first of these to start work was the retail store wage board. Eleven of the fifteen members of the original board, including the chairman, all of the employee representatives and four of the employer representatives, are serving on the reconvened board. The vacancies were filled by appointments made by the Commission. The board has held one meeting, and is still in session.

Men's Furnishings Wage Board.

The men's furnishings wage board was reconvened by action of the former Minimum Wage Commission. Its session starting on April 14, 1920, has continued over a period of twenty months. During this time the board has held eleven meetings. No agreement has been reached at the close of the period covered by this report.

Summary of Wage Board Work.

The business depression of the past year, with the attendant unemployment, the downward trend in prices, together with the agitation for deflation of labor costs, have all contributed to make the work of the wage boards particularly difficult. Only four boards have been in session as compared with eight boards the previous year. The sessions of existing boards have tended to be unduly protracted. It has been harder than usual for the members of the boards to reach an agreement.

Of the two boards reporting, one submitted a majority report, and the other reached an agreement by accepting a minimum below its findings as to the cost of living.

Part of these difficulties are due to the business situation just mentioned. To a certain extent, however, they are encouraged by the method of wage board procedure. There has been in the past no limit on the deliberations of the boards. This has led to unnecessary delays and interruptions in the work. To prevent such delays in the future, the Commission has requested that wage boards complete their work and submit their report within three months from the date of the first meeting, unless extension of time is authorized; and that, in the case of reconvened boards, the work be completed within two months.

A conference with the representatives of the public on the various boards which are being reconvened has been held for the purpose of adjusting some of the problems common to all of the wage boards, and securing greater uniformity in the wage determinations. Following this conference the representatives of the public submitted recommendations to the Commission, with the request that they be transmitted to the various boards.

ENFORCEMENT OF WAGE DECREES.

In accordance with the policy adopted by the present Commission, the wage data for the different occupations collected in the inspections made this year are not published, a summary only of the entire inspection being given. The tables and text showing the wage situation in the separate occupations covered, and the adjustments made under the individual decrees, are on file in the office of the Commission, and are available there for any one desiring to consult them.

In the inspection work for the year, wage records were secured for 14,690 women and girls in 649 establishments located in 68 cities and towns. Additional visits were made to a number of these establishments in the follow-up work to adjust cases of non-compliance.

A total of 658 cases of non-compliance were found in 99 establishments. This is in addition to the 301 cases unsettled at the close of the previous year. Of that number, 109 cases,

59 in women's clothing firms and 50 in paper box firms, have been adjusted. There were 160 cases in the 11 paper box firms advertised, and 32 cases remain under the women's clothing decree. The majority of these involve the question of classification under one of two branches of the clothing industry, and were left pending decision as to the scope of the decree, as the wage boards for both branches¹ in question are being reconvened.

Of the 658 new cases of non-compliance arising in the course of the inspection work of the present year, 384, or 58.4 per cent, have been adjusted, 229, or almost 60 per cent, by increase in wages. In 81 cases, under the office and other building cleaners decree, the number of working hours was reduced so that the hourly rate was brought into compliance with the decree; and in 7 other cases, under the same decree, the number of hours was reduced and the wage slightly raised to bring the hourly rate to the minimum fixed by the decree. In 15 cases women voluntarily left the employ of their respective firms, and 51 women were discharged, all but one of these being employed in office buildings. Only one special license was issued during the year.

There were 106 cases of non-compliance in the establishment advertised under the office and other building cleaners decree. In addition there are 168 cases unsettled at the close of the period covered by this report, representing 1.1 per cent of the entire records included in the inspection returns for the year. The largest number of these cases, 78, come under the paper box decree. There are 56 under the minor lines of confectionery and food preparations decree, 28 under the office and other building cleaners decree, 4 under the candy, and 2 under the knit goods decree. A summary of the inspection, together with a list of the non-compliances outstanding at the close of the year, is given in the table following: —

¹ Women's clothing and muslin underwear.

Tabular Summary of Inspections for 1921.

DISPOSITION OF CASES.	Whole-sale Millinery.	Corset.	Candy (February, March).	Office and Other Building Cleaners.	Canning and Preserving.	Knit Goods.	Paper Box.	Candy (November).	Minor Confectionery and Food Preparations.	Women's Clothing.	Total.
Number of records secured	776	1,500	4,907	1,985	214	1,110	244	3,798	156	-	14,690
Number of firms visited	42	17	113	344	32	33	30	37	21	33	702
Number with full compliance	42	15	102	288	28	24	3	30	18	-	550
Number of cases of non-compliance	-	3	35	425	4	17	302 ¹	25	57	91 ²	959
Adjusted	-	3	35	291	4	15	64	21	1	59	483
Wages raised	-	3	26	152	3	14	14	18	1	40	271
Earning minimum at reinspection ³	-	-	-	-	-	-	13 ³	-	-	2 ³	15 ³
Covered by piece-rate ruling	-	-	-	-	-	-	22	-	-	-	22
Special license	-	-	1	-	-	-	-	-	-	1	2
Special license type	-	-	-	-	-	-	-	-	-	5	5
Number of hours reduced	-	-	-	81	-	-	-	-	-	-	81
Wages raised and hours reduced	-	-	-	7	-	-	-	-	-	-	7
Left	-	-	8	1	1	1	14	3	-	11	39
Discharged	-	-	-	50	-	-	1	-	-	-	51
In firms advertised	-	-	-	106	-	-	160	-	-	-	266
Pending	-	-	-	28	-	2	78	4	56	32	200
Question of classification	-	-	-	-	-	-	-	-	-	25	25

¹ 210 of these were left from 1920.² These were all left from 1920.³ In a majority of cases workers were changed from time to piece rates, or transferred from one operation to another, enabling them to earn more.

Among the problems encountered in the inspection work of the year, one of the most difficult to deal with has been the evasion of the decrees through violating their intent while technically meeting the requirements. This has occurred principally under the office and other building cleaners decree. Although the majority of the building managers accepted the spirit as well as the letter of the decree, some discharged part of the women and required the remainder to do all of the work in proportionally less time. In this adjustment 50 women were discharged. The number is large in comparison with that under other decrees. It represents, however, only a small part of the entire number of women under this decree. Moreover, the unemployment which characterized the period made it easier to take such action than would otherwise have been the case.

The industrial situation complicated the work under all of the decrees. Other factors, however, contributed. The difficulty in enforcing the decrees, the large number of violations, and the necessity for publication of names all point to a growing dissatisfaction with the law in its present form.

RECOMMENDATIONS FOR MANDATORY MINIMUM WAGE LAW.

On account of the difficulties encountered in securing compliance with the decrees under the present law, recommendation is made for an amendment to make the wage decrees mandatory. This request is included in the recommendations of the Department for legislative action. The present law makes no provision for enforcement other than the publication of the names of employers refusing to comply. The experience of the Commission during the past year has demonstrated that this method is unsatisfactory. The expense of the reinspection and advertising in the case of the paper box firms refusing to comply with the decree was nearly six times as much as that for the initial inspection for those firms. A number of employers have requested that the law be made mandatory. Several employers have refused to comply with the decrees until this change is made.

The law in its present form is unfair to the great majority of employers who voluntarily accept and abide by the decrees;

it is unfair to the employees who fail to receive the rate recommended; and it is unfair to the Commonwealth in the unnecessary amount of time and expense involved in administering it. Massachusetts is the only State having minimum wage legislation that does not have a mandatory law.

RECOMMENDATIONS REGARDING APPROPRIATION.

An appropriation of \$17,800 was authorized for the use of the Division for 1921. An account of the expenditures under this appropriation is given in the financial statement following. The estimate for 1922 is \$19,540, an increase of \$1,680. Part of this increase is to cover the expenses of the wage boards which are now being reconvened. The Commission is convening seven boards, and it is probable that several other boards will be reconvened during the year, also that one or two new boards may be formed. The estimate presented is intended to provide for compensation and expenses for ten wage boards. An increase of \$664.16 in traveling and other expenses is requested for the additional inspection work that will be required. The salary increases recommended are \$280 on a six months' basis.

FINANCIAL STATEMENT.

	1921 Appropriations.	Expenditures.	Unexpended Balance.	1922 Estimated Expenditures.
Division of Minimum Wage:				
Personal services	\$11,800 00	\$10,957 92	\$842 08	\$12,120 00
Expenses	3,000 00	2,749 26 ¹	250 74	3,670 00
Totals	\$14,800 00	\$13,707 18	\$1,092 82	\$15,790 00
Wage boards:				
Personal services and expenses . .	3,000 00	1,548 32	1,451 68	3,750 00
Grand total	\$17,800 00	\$15,255 50	\$2,544 50	\$19,540 00

¹ This includes outstanding bills estimated at \$65.

APPENDIX No. 1.

MEMBERSHIP OF WAGE BOARDS IN SESSION IN 1921.

The Commission takes this opportunity to acknowledge the generous assistance of the men and women who have freely given their time to public service on wage boards, and to whose efforts is due the success of the wage board work.

Following is a list of members of the wage boards that were in session during the year: —

MEN'S FURNISHINGS WAGE BOARD (RECONVENED; IN SESSION).

Representing the Public.

Lawrence G. Brooks,¹ Esquire, *Chairman*.

B. Preston Clark.

Alice H. Grady.¹

Representing the Employers.

Moses Brody.¹

Herbert G. Evans.

Andrew G. Hildreth.¹

Phineas A. Hodgdon.

Robert Pritchard.

Frank J. Whitney.¹

Alfred M. Ziegler.

Representing the Employees.

Margaret C. Hartnett.¹

Clara Luftman.

Anna Stearns Ober (Mrs.)¹.

Ida Plotkin.¹

Nettie Simons.

Christine Tucker.

Anna Weinstock.¹

MINOR LINES OF CONFECTIONERY AND FOOD PREPARATIONS WAGE BOARD (IN SESSION).

Representing the Public.

Joseph D. Taylor, Esquire, *Chairman*.

Mary P. Follett.

Charles A. Littlefield.

Representing the Employers.

Harold C. DeLong.

Norman S. Dillingham.²

R. Lee Smith.

John Rickaby.

Claudius S. M. Tice.

Charles E. Vawter.³

Representing the Employees.

Ida Farioli (Mrs.).

Susan G. Haley (Mrs.).

Margaret McAfee.

Isabelle McNulty (Mrs.).

E. Mary Post (Mrs.).

Alice V. (Murphy) Wells (Mrs.).

¹ Members who served on the first wage board.

² Vice William A. Barton, resigned.

³ Vice Oliver F. Kidder, resigned.

OFFICE AND OTHER BUILDING CLEANERS WAGE BOARD (RECONVENED).

*Representing the Public.*Edward G. Fisher, Esquire, *Chairman*.Wenona O. Pinkham (Mrs.).¹Elmer C. Potter.¹*Representing the Employers.*William B. Baker.¹Daniel F. Carew.¹Robert E. L. Chapman.¹Frank A. Ewart.¹Walter Rose.¹

Archibald Williams.

*Representing the Employees.*Agnes Bonney (Mrs.).¹Elizabeth Dominaitis (Mrs.).¹Bridget Dunn (Mrs.).¹Katherine Leary (Mrs.).¹Margaret Masterson (Mrs.).¹Nora Regan (Mrs.).¹

RETAIL STORE WAGE BOARD (RECONVENED; IN SESSION).

*Representing the Public.*Professor Carroll W. Doten, *Chairman*.¹

Bertha M. Wood.

Dr. William M. Tenney.

*Representing the Employers.*Edward A. Bardol.¹

Harry Chabby.

Walter A. Hawkins.¹George B. Johnson.¹Abbott B. Rice.¹

Felix Vorenberg.

*Representing the Employees.*Grace M. Brown (Mrs.).¹Margaret Fitzgerald.¹Angela Maguire (Mrs.).¹Nicholas J. Nally.¹Julia S. O'Connor.¹Joseph O'Keefe.¹

¹ Members who served on the first wage board.

APPENDIX No. 2.

OPINION OF THE ATTORNEY-GENERAL AS TO OBLIGATION OF THE
COMMISSION TO PUBLISH THE NAMES OF EMPLOYERS REFUS-
ING TO COMPLY WITH DECREES.

BOSTON, August 16, 1921.

MR. EDWARD FISHER, *Chairman, Minimum Wage Commission.*

DEAR SIR: — You state that the Minimum Wage Commission in 1920 entered a decree for the paper box occupation establishing minimum rates, which became effective July 1, 1920; that several employers in the occupation have failed to comply with this decree, and have notified the Commission in writing that they would not accept its recommendations; and that the Commission has not as yet exercised the authority given in G. L., c. 151, § 4, to publish the names of employers whom it finds to be following or refusing to follow such recommendations; nor has the Commission yet complied with the provisions of section 11, which appear to require the Commission to publish the names of employers found to be violating such decree.

You ask my opinion on the following questions: —

1. Under the provisions of section 11 of chapter 151 of the General Laws is it mandatory upon the Commission, having ascertained that certain employers in this occupation are not obeying its decree, including employers who have refused to accept the same, to publish the names of all such employers in the manner therein provided; or is it optional with the Commission whether or not such action shall be taken?

2. Are members of the Commission liable in any action for damages for publishing the names of such employers, provided publication is made in good faith in compliance with the provisions of said chapter 151?

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G. L., c. 151, relates to the powers and duties of the Minimum Wage Commission. The Commission was first established and its powers and duties provided in St. 1912, c. 706.

Sections 1, 2 and 3 of said chapter 151 provide for the investigation of wages paid to female employees in any particular occupation called in question, the establishment of a wage board to determine suitable minimum wages for female em-

ployees, learners, apprentices and minors, and the report of such determination to the Commission. Section 4 requires the Commission to review the report of the wage board, and, if it approves any or all of its determinations, to give a public hearing to employers paying less than the minimum wage approved, and, if after such public hearing it finally approves the determinations, to enter a decree of its findings.

I understand that the procedure which you have followed has been in compliance with these provisions, and that the minimum wages determined by the wage board and approved by the Commission are minimum wages for female employees, beginners and minors, respectively.

Said section 4 continues as follows:—

. . . The commission shall thereafter publish at such time and in such manner as it may deem advisable a summary of its findings of its recommendations. It shall also at such time and in such manner as it shall deem advisable publish the facts, as it may find them to be, as to the acceptance of its recommendations by the employers engaged in the industry to which any of its recommendations relate, and may publish the names of employers whom it finds to be following or refusing to follow such recommendations, . . .

In St. 1912, c. 706, § 6, the Commission was *required* to publish the names of such employers. This provision was changed in the following year, by St. 1913, c. 673, § 2, making publication permissive.

Section 11 of said chapter 151 provides as follows:—

The commission shall from time to time determine whether employers in each occupation investigated are obeying its decrees, and shall publish in the manner provided in section four, the name of any employer whom it finds to be violating any such decree.

This section was originally enacted in St. 1912, c. 706, § 14, and has not been changed.

Section 4 appears to relate more specifically to the findings of the Commission embodied in the “decree” therein referred to, while section 11 relates to subsequent findings to be made by the Commission from time to time. While section 4 is permissive merely, section 11 is mandatory and requires the Commission to publish the names of employers who are found not to be obeying its decrees.

The provisions of this chapter have been held to be constitutional, since they contain no words of compulsion, either

upon employer or employee. *Holcombe v. Creamer*, 231 Mass. 99. Section 11 (St. 1912, c. 706, § 14) is one of the sections specifically referred to in that case. It should be noted that in the decision it was pointed out that the word "decree" as used in the statute is not in its judicial sense, but as meaning recommendation.

I understand that you have determined since the entry of your decree that the employers to whom you refer have not been complying with your decree. I advise you, therefore, that under G. L., c. 151, § 11, it is mandatory upon the Commission to publish the names of all such employers in the manner therein provided.

My answer to your second question, as to whether the members of the Commission are liable to any action for damages for publishing the names of such employers, provided the publication is made in good faith, is that they are not liable.

G. L., c. 151, § 13, provides as follows:—

No member of the commission and no newspaper publisher, proprietor, editor, or employee thereof, shall be liable to an action for damages for publishing the name of any employer as provided for in this chapter, unless such publication contain some wilful misrepresentation.

This section appears in similar language in St. 1912, c. 706, § 16.

In *Holcombe v. Creamer*, 231 Mass. 99, 111, the court says with reference to said section 16 as follows:—

It is not necessary to consider the scope and validity of section 15 of St. 1912, chapter 706, which purports to compel newspapers to publish notices and findings of the Commission at its regular rates for space, and of section 16, which purports to exonerate the Commission and publishers and proprietors of newspapers from liability for damages for such publication, except for wilful misrepresentation. Those sections are not involved on this record, and are left entirely open for future consideration. Even if they should be found to transcend in any respect the power of the Legislature under the Constitution, they are quite separable from the rest of the act. It cannot be thought that the rest of the statute would not have been enacted without them, and therefore the constitutionality of the sections here assailed would not be affected.

While the court has thus reserved the question of the constitutionality of that section for future consideration, I can find no constitutional right or privilege of an employer which is violated thereby. There is no interference with any of the

natural and inalienable rights discussed in the opinion in *Holcombe v. Creamer*, nor is there any interference with any vested right of such employer. *Wilson v. Head*, 184 Mass. 515, 518.

Even if G. L., c. 151, § 13, were unconstitutional for any reason, it would nevertheless be the duty of the Commission, under section 11, which has received the sanction of the court in *Holcombe v. Creamer*, to publish the names of employers found to be violating its decree. Such publication in performance of the duty imposed upon them is a privileged communication, which, if made in good faith without malice and with reasonable cause to believe the statements contained therein to be true, cannot be the basis for any liability for libel. *Howland v. Flood*, 160 Mass. 509; *Smith v. Higgins*, 16 Gray, 251.

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Very truly yours,

J. WESTON ALLEN,
Attorney-General.

REPORT
OF THE
DIVISION OF STANDARDS

DIVISION OF STANDARDS.

FRANCIS MEREDITH, *Director of Standards.*

The progress of the work conducted by the Division of Standards during the past year is in a large measure the result of the loyal, intelligent and cheerful labors of the clerical and inspection force, aided by the earnest co-operation of the great majority of local sealers of weights and measures throughout the Commonwealth. Following is an account of the principal activities of the Division, an outline of new legislation enacted during the period covered by the report, together with financial statement and budget for the ensuing year.

STANDARDIZATION.

The conception of standardization has changed within recent years, and the adoption and application of standards has become the fundamental of efficiency in industry as well as in commerce. Industrial engineers consider standardization necessary for the simplification of the processes of manufacture, thus lowering production costs with corresponding benefit to producer and consumer.

This broadened field for the work has been recognized by the General Court in the past three years, and legislation enacted during that period authorizes the Director of Standards to assist manufacturers in standardizing their products, to define grades and kinds of lumber, and to regulate the shape, dimensions and capacity of containers used in the sale of certain commodities. Much has already been accomplished in this direction.

It is gratifying to note that the leadership of Massachusetts in this work is recognized throughout the country, the heads of similar departments in other States frequently calling upon this Division for consultation and advice; also that at the

national conference held annually at Washington, the Massachusetts delegates, both State and local, are prominent in the deliberations looking toward uniform legislation on this subject throughout the United States, and concerted action in its enforcement.

NEW LEGISLATION.

Although, in view of the revision of the statutes and their re-enactment as the General Laws, no recommendations for new legislation were made in the report of the Division for 1920, numerous petitions were received and considered by the General Court at the last session. As a result nine acts and one resolve coming within the scope of this Division were enacted and approved by the Governor. Following is a summary of this legislation: —

Chapter 45, relative to the Marking and Sealing of Cans and Containers used in the Wholesale Distribution of Milk or Cream. — This act requires that all cans or containers sold for use in the purchase or sale of milk or cream at wholesale shall have their capacity plainly indicated, and shall be sealed by the manufacturer or by the sealer of weights and measures. It permits the Director of Standards to authorize sealing by the manufacturer under regulations prescribed by him, and penalizes the sale or use of any such cans or containers which have not been marked and sealed as required by this chapter.

Chapter 89, relative to the Sale of Paper Bags or Sacks used in the Sale of Coke, Charcoal and Kindling Wood. — By the provisions of an act passed in 1919, the dimensions, filling point and marking of bags or sacks to be used in the sale of these commodities were prescribed, and penalty imposed upon users of such bags which did not comply with these requirements. This act is now amended by providing a fine of not more than \$100 for any person, either principal or agent, who sells or offers for sale a bag or sack to be used in the sale of coke, charcoal or kindling wood by measure which does not conform in every particular to the legal requirements.

Chapter 94, relative to the Use of Labels on Loaves of Bread. — Under the former provisions of section 8, chapter 94, General Laws, not more than one label was permitted upon any loaf or unit. This served to eliminate the use of the "union"

label, although such elimination had not been contemplated, and the existing law was therefore amended so as to correct this condition by striking out this limitation.

Chapter 95, relative to the Sale of Coal and Coke. — This amendment legalizes the sale of coal and coke in bags or baskets containing quantities of 100 pounds or less without requiring the delivery of a sworn weigher's certificate. Under the former statute only quantities of less than 100 pounds could be sold in this manner.

Chapter 106, relative to Transient Vendors. — The transient vendor's license law, which has been on the statute books for thirty years, has been difficult of enforcement in some cases on account of the absence of a statutory definition of "transient" business. This is now defined as meaning and including any exhibition and sale of goods, wares or merchandise which is carried on in any tent, booth, building or other structure, unless such place is open for business during usual business hours for a period of at least ten months in each year. This amendment has aided in the enforcement of the law against retail dealers from other States who conduct business at Massachusetts summer resorts and contribute nothing towards police or fire protection or other municipal protection which they enjoy while engaging in competition with local traders.

Chapter 248, establishing a Massachusetts Standard for Boxes and Half Boxes for Farm Produce sold at Wholesale. — The standards established by this act are the standard box containing 2,150.42 cubic inches and having the following interior dimensions: $17\frac{1}{2}$ inches in length by $17\frac{1}{2}$ inches in width and $7\frac{1}{16}$ inches in depth; and the standard half box containing 1,075.21 cubic inches and having dimensions of $12\frac{3}{8}$ inches in length by $12\frac{3}{8}$ inches in width and $7\frac{1}{16}$ inches in depth. This act becomes effective March 1, 1922.

On account of the disparity in the actual weight of the measured bushel of various fruits, vegetables and other commodities, as compared with the established legal weights per bushel which are required to be observed in retail sales, the following resolve was adopted by the Legislature with a view to correcting this condition: —

Chapter 8, Resolve providing for an Investigation relative to the

Bushel Weight of Fruits, Vegetables and Other Commodities. — By this resolve the Commissioner of Labor and Industries, the Director of Standards, the Commissioner of Agriculture, and the Director of the Division of Markets, sitting jointly, are directed to investigate the expediency of revising the schedule of bushel weights prescribed for fruits, vegetables and other commodities, and to make such recommendations for legislation as may tend to establish a more satisfactory basis for the retail sale of said commodities.

Chapter 251, relative to the Measurement and Sale of Cordwood and Firewood. — This act provides that cordwood shall be 4 feet in length, and that the term "firewood" shall be construed to mean and include wood cut to any lengths of less than 4 feet. It also establishes the standard unit of measure for cordwood and firewood as the "cord" of 128 cubic feet, consisting of or equivalent to a pile, closely stacked, 8 feet in length, 4 feet in width and 4 feet in height. It also requires the delivery to the purchaser of a certificate or memorandum, including the names of the seller and purchaser and a statement of the quantity delivered in terms of cords or of cubic feet. A fine of not more than \$50 is provided for violation of any of these provisions. A strict observance of this statute should tend to eliminate complaints of deficiencies in sales and deliveries of wood sawed to various lengths for domestic use.

Chapter 263, governing the Manufacture and Sale of Clinical Thermometers. — Under the provisions of chapter 152, Acts of 1917, several manufacturers of clinical thermometers had submitted samples of their product intended to demonstrate their ability to maintain a high degree of accuracy, and were thereupon authorized to affix the manufacturer's seal instead of submitting thermometers to the Director of Standards for test before offering them for sale in Massachusetts. Later investigation showed that some of these manufacturers were abusing this authority by selling thermometers bearing the manufacturer's seal which would not pass a satisfactory test for accuracy. The existing law did not authorize taking possession for official test of any thermometers which bore the manufacturer's seal. Further legislation appearing necessary, the Director petitioned for and the Legislature enacted chapter 263

as an "emergency" act which became effective when signed by the Governor on April 12. This act provides that the Director of Standards may inspect and test any clinical thermometers in the possession of any manufacturer or dealer in the Commonwealth, and for this purpose may remove them to such place as he may deem most convenient. If any thermometer is found to be incorrect he is empowered to condemn, seize and destroy it. The Director is authorized to prescribe rules and regulations governing the manufacture and sale of clinical thermometers, and may authorize sealing by the manufacturer thereof who agrees to conform to such rules and regulations and files a surety bond in such amount and upon such conditions as the Director may require. The Director is authorized to revoke the authority given by him to any manufacturer who does not conform to the rules and regulations. Any person offering or exposing for sale or selling a clinical thermometer which has not been sealed or certified as correct by the Director or by the manufacturer is liable to a fine not exceeding \$10 for each thermometer so sold, or kept, offered or exposed for sale. Whoever violates any rule or regulation prescribed by the Director is punishable by a fine of not more than \$50.

Chapter 374, regulating the Sale of Certain Articles and the Containers in which they may be sold. — Section 22, chapter 98, General Laws, standardized capacities of paper or fiber cartons used in the sale of ice cream by measure, and required that such cartons be of such shape and dimensions as might be approved by the Director of Standards, who was also empowered to authorize the printing of an approval statement upon all cartons conforming to approved samples. Chapter 374, Acts of 1921, now extends the same provisions to similar containers to be used in the sale of viscous or semi-solid commodities, or mixtures of solids and liquids; providing, further, that such approved cartons shall be legal measures only for such commodities as may be designated by the Director.

ADDITIONAL LEGISLATION.

In view of the fact that ten measures (nine acts and one resolve) relating to standards were enacted during the annual session of the Legislature in 1921, no further legislation is recommended at this time.

RULES AND REGULATIONS.

Under statutory authority amended rules and regulations to be observed in the manufacture and sale of bread have been prepared and promulgated. Rules for grading eastern pine, spruce and hemlock lumber, and amended specifications and tolerances to be observed in the manufacture and sale of clinical thermometers, are now being prepared under similar authority.

DIVISIONAL PUBLICATIONS.

During the year a pamphlet¹ of 132 pages was compiled and published which presents in concise form the General Laws and all amendments with the enforcement of which this Division is charged. Appropriate marginal notes trace each section to its origin and refer also to court decisions and Attorney-General's opinions in relation thereto.

There was also published a bulletin² of 29 pages containing a synopsis of amendments to weights and measures laws enacted at the last session of the Legislature, recent opinions of the Attorney-General, specifications and tolerances for gasoline pumps and other liquid-measuring devices, amended bread regulations, and much other information of particular value to sealers of weights and measures.

The specifications and tolerances for gasoline pumps, etc., were also reprinted in a separate pamphlet for the information of pump manufacturers and wholesale and retail dealers in gasoline.

CLINICAL THERMOMETERS.

As previously noted under "New Legislation," conditions found early in the year resulted in emergency legislation more rigidly regulating the manufacture and sale of clinical thermometers and extending the powers of the Director of Standards in that direction. The wisdom and necessity of this legislation is clearly shown by the fact that inspection and test of 4,564 thermometers bearing the manufacturers' seal-mark resulted in the suspension or revocation of the right to use the seal-mark in the case of five of the manufacturers

¹ General Laws of Massachusetts relating to Weights and Measures, 1921.

² Bulletin No. 18, November, 1921.

involved, they being thereafter required to submit all thermometers to this office for test and certification before selling or offering them for sale in this State. Through such action future purchasers of clinical thermometers in this State may be reasonably certain of procuring a safe and accurate instrument. Following is a record of the tests upon which the suspensions and revocations were based: tested, 4,564; passed, 2,306; rejected, 2,258, or 49.4 per cent.

LABORATORY WORK.

Following is a synopsis of work performed in the laboratory during the past year:—

Standards.

ARTICLE.	Adjusted.	Sealed.	Condemned.
Weights	41	113	—
Measures, liquid and dry	12	31	1
Measures, linear	—	1	—
Graduates	—	11	9
Totals	53	156	10

Clinical Thermometers.

Accurate	7,428
Inaccurate	4,301
Broken when received or during test	157
Total submitted	11,886

Cans and Containers.

In connection with applications of manufacturers for authority to use the manufacturer's seal upon milk and ice-cream cans, or for approval of shape and dimensions of paper or fiber cartons intended for use in the sale of ice cream or other viscous or semi-solid commodities, the following laboratory tests were made:—

ARTICLE.	Tested.	Accurate.	Inaccurate.
Ice-cream cans	57	50	7
Milk cans	36	30	6
Cartons, ice cream	632	411	221
Cartons, viscous, etc., commodities	123	96	27
Totals	848	587	261

Miscellaneous.

ARTICLE.	Tested.	Accurate.	Inaccurate.
Apple rings	5	5	-
Berry baskets	14	3	11
Cartons	18	17	1
Graduates	2	2	-
Incubator thermometers	11	6	5
Measures, dry	5	5	-
Measures, linear	2	2	-
Measures, liquid	183	175	8
Milk jars	306	225	81
Paper bags, coke and kindling wood	3	2	1
Scales	2	1	1
Sphygmomanometers	1	-	1
Surveyors' steel tapes	6	6	-
Weights	23	21	2
Wood baskets	2	1	1
Miscellaneous	8	5	3
Totals	591	476	115

In addition to the above, 23 miscellaneous articles have been tested to determine their weight, measure or volume. Sixteen articles of food were weighed for the Commission on the Necessaries of Life in connection with their investigation of restaurant charges, and six bullets were weighed for the Department of Public Safety in preparation of cases for prosecutions.

FIELD WORK OF INSPECTORS.

In their field work during the year the inspectors followed their instructions to make detailed records only in cases where

conditions warranted present criticism or future investigation. Following is a summary of these records, only 36 of which showed conditions which necessitated prosecution: —

Number of Inspections.¹

Coal wagons (weigher's certificates, etc.)	50
Dairies	11
Drug stores (clinical thermometers, etc.)	8
Factories (leather measuring machines, etc.)	62
Garages	679
Hawkers and pedlers	453
Ice wagons	6
Net weight markings	30
Packages	75
Stores (miscellaneous)	1,779
Transient vendors	92
<hr/>	
Total	3,245

Ice-cream Containers.

Inspections were made in 53 stores of paper and fiber cartons used in the sale of ice cream by measure. Of 94,608 of these cartons which were found, 29,791 bore the printed statement prescribed by section 22, chapter 98, General Laws, as amended, showing that their shape and dimensions had been approved by the Director of Standards, while 64,817 were of unapproved types.

Weighing and Measuring Devices.

Sealed	13,678
Unsealed	1,911
<hr/>	
Total	15,589
Accurate	3,323
Inaccurate	427
<hr/>	
Total	3,750

¹ In addition to the inspection of commercial weighing and measuring devices, inspections were made of the standard weights, measures and balances furnished by the Commonwealth to each city and town and now in the custody of the several city and town treasurers.

Reweighings and Remeasurements.

ARTICLE.	Correct.	Under.	Over.
Coal (in bags)	26	24	37
Coal (loads)	15	24	26
Crushed stone	2	8	1
Ice	—	7	3
Milk (in jars)	60	68	—
Packages	3,424	829	534
Totals	3,527	960	601

In addition to the above a considerable number of experimental weighings were made by the inspectors to determine the actual weight of the measured bushel of various commodities as compared with the legal weight per bushel of the same commodities in connection with the investigations of the Commission designated by chapter 8, Resolves of 1921, to recommend such legislation as will tend to establish a more satisfactory basis for retail sales.

State Institutions.

ARTICLE.	Adjusted.	Sealed.	Condemned.
Scales	63	672	75
Weights	73	2,686	29
Measures	—	17	—
Pumps	2	5	1
Totals	138	3,380	105

Miscellaneous.

Prosecutions	36
Complaints investigated	75
Leather measurers examined	62

OFFICE WORK.

There has been a tremendous and unexpected increase in the routine work as well as in the various other office duties and activities. The successful handling of this increased volume

of business was rendered possible only through the loyalty and self-sacrifice of the limited office force, each member of which put in many hours of overtime work without any additional compensation, there being but \$200 available for additional assistance, and much of this being necessarily expended for laboratory work.

Cash amounting to \$89,088.97 was received in fees for various kinds of licenses, for testing clinical thermometers, and for surveys of lumber. The sum of \$500 in cash, or a surety bond for a similar amount, was deposited by each of 162 holders of transient vendors' licenses to be subject to legal proceedings in behalf of creditors having claims arising in connection with the business conducted under these licenses. A complete statement of these financial transactions is included in this report.

As noted elsewhere, 11,886 clinical thermometers were received for test, this work requiring a complete record of each individual thermometer tested, and the issuance of a certificate to accompany each one passing a satisfactory test which had not been previously sealed by the manufacturer under authority of the Director.

Statutory duties and responsibilities of the Director necessitated almost daily interviews, conferences and hearings, the subjects involved including the following: standardization of shapes, dimensions and capacities of containers used in the sale of milk, ice cream and various other commodities; violations of the statute requiring a plain and conspicuous statement of quantity of contents on packages of food; violations of regulations relative to weights of bread; approval of types of automatic vending devices; the grading of various kinds of lumber; assisting manufacturers of various weighing and measuring devices by suggesting or requiring changes in construction or operation necessary for improved accuracy and efficiency in the use of such devices; and various other miscellaneous subjects.

HAWKERS, PEDLERS AND TRANSIENT VENDORS.

During the year ending November 30, 1921, 2,694 licenses were issued to hawkers and pedlers, an increase of 708 over the preceding year. Of this number, 1,115 were for the State,

634 for counties, 275 for cities and 670 for towns. In addition 248 free licenses were issued to disabled veterans of the World War, and 276 licenses were transferred, no fees being chargeable for their transfers. Two State licenses issued to hawkers and pedlers were revoked, following conviction of one licensee in court and the discovery that the other had obtained his license by false representation as to citizenship.

The total number of transient vendors' licenses issued was 162, as against 79 issued during the previous year.

LOCAL SEALERS OF WEIGHTS AND MEASURES.

Section 37, chapter 98, General Laws, requires that "each sealer shall annually, between the first and tenth days of December, report to the director the weighing and measuring devices tested, sealed or condemned by him, with an inventory of standards and working apparatus in possession of his town or district, and other information required by the director."

This requirement applies to the local sealer in each of the 355 cities and towns of the Commonwealth. The work, if any, performed in the following towns is not included in the attached compilation, as the local sealers have not filed their annual reports: Belchertown, Canton, Dighton, Eastham, Hopkinton, Millis, Mount Washington, New Braintree, Otis and Pelham. The reports from Hubbardston, Oak Bluffs and Newburyport were received too late to be included. In the latter case no blame is attached to the local sealer, as delay was caused by non-delivery of the necessary blank forms to be used for the report. Upon the whole, the work performed is worthy of commendation in view of the fact that the compensation allowed in many towns is utterly inadequate and the service performed depends largely upon the willingness of the sealer to make a personal sacrifice for the benefit of the community.

The co-operation between the local sealers and the Division of Standards has continued during the past year, harmonizing differences of opinion and bringing about unity of action. The result of this unity is shown by the gradual extension of the use of improved and more accurate weighing and measuring devices throughout the Commonwealth.

Summary of Work performed by Local Sealers.

ARTICLE.	Adjusted.	Sealed.	Non-sealed.	Con-demned.
<i>Scales.</i>				
Platform (5,000 pounds and over) . . .	485	3,014	47	196
Platform (100 to 5,000 pounds) . . .	5,728	25,926	1,070	1,111
Counter	2,909	18,969	475	1,043
Beam	200	2,421	58	152
Spring	3,450	26,712	323	2,662
Computing	2,837	15,869	117	1,182
Slot weighing	73	2,638	27	239
Prescription	149	1,640	26	85
Jewelers	11	140	4	7
Miscellaneous	66	219	1	18
Totals	15,908	97,548	2,148	6,695
<i>Weights.</i>				
Avoirdupois	12,928	182,369	1,257	679
Apothecary	589	19,050	106	730
Metric	234	9,756	435	171
Troy	123	2,317	214	41
Totals	13,874	213,492	2,012	1,621
<i>Measures.</i>				
Dry	19	3,124	2	126
Liquid	187	34,829	44	1,155
Linear	207	8,756	3	382
Computing measuring devices . . .	2	411	-	73
Tapes	1	153	1	6
Milk jars	-	3,845	-	17
Glass graduates	-	567	-	74
Automatic measuring devices . . .	2,511	12,590	394	799
Ice-cream cans	694	18,605	-	393
Measuring machines (leather, etc.) . .	-	433	23	7
Taximeters	1,155	984	-	49
Miscellaneous	1,431	4,917	1	115
Totals	6,207	89,214	468	3,196
Grand total	35,989	400,254	4,628	11,512

Reweighing.

COMMODITY.	Number reweighed.	Correct.	Over- weight.	Under- weight.
Coal (loads)	1,048	348	439	261
Miscellaneous	112,651	83,868	13,544	15,239
Totals	113,699	84,216	13,983	15,500

Prosecutions.

Total number prosecuted	196
Convicted	168
Discharged	18
Continued	7
Suspended	3
Appealed	11
Filed	21
Probated	1

Fines aggregating \$2,907 were imposed. In addition to these penalties, restitution was required to be made in two cases; and in several cases involving short weight in sales of ice, the defendants were required to supply free ice for a considerable period.

LUMBER SURVEY.

The last annual report included only such surveys of lumber as were made during the period from July 1 to November 30, 1920, as the duties pertaining to such surveys were not fully assumed by the Director until the former date. Opportunity for comparison is therefore limited, although it is noticeable that the total amount surveyed during the past year exceeded that of the five months immediately preceding by only 797,507 board feet, or about 5 per cent.

It is evident that this only reflected the universal business depression which had come upon the country through the inevitable reaction from conditions caused by the late war. With this in mind, as we look back over the past year, it is easy to realize that it has been a period of recovery and recuperation. It seems fairly clear that the most critical period of readjustment in the lumber business was reached about

October 1, since which time increased activity has been shown. It is now generally recognized that this increase is likely to be constant though gradual. From present indications there is every reason for the belief that the service of lumber survey will in future be easily self-supporting.

Lumber Surveyed and Measured in the Year ending November 30, 1921.

[Unless otherwise specified, figures indicate number of feet, board measure.]

Ash logs	4,300
Cypress	1,241,462
Fir	300,516
Flooring	510,126
Hard pine	2,873,311
Hardwood	2,441,212
Hemlock	260,614
Larch	44,387
North Carolina pine	3,385,458
Pine boards	2,196,721
Redwood	3,000
Spruce	2,825,998
Tupelo	24,825
White pine	459,347
White wood	78,104
Yellow pine	778,078

Total amount surveyed and measured	17,427,459
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In addition to the above, 154 hackmatack ship knees, 170 "squares" of Jumbo shingles, 239 $\frac{3}{4}$ "thousands" of cedar shingles, and 64,100 spruce laths were surveyed during the year.

FINANCIAL STATEMENT.

Receipts from License Fees.

State (hawkers' and pedlers')	\$55,750 00
City (hawkers' and pedlers')	7,135 00
Town (hawkers' and pedlers')	7,928 00
County (hawkers' and pedlers')	2,915 00
Transient vendors'	4,050 00
Interest on deposits	185 06

Total receipts from license fees	\$77,963 06
Receipts from fees for testing clinical thermometers	131 34

\$78,094 40

Payments to State Treasurer.

State license fees	\$55,750 00
City license fees	275 00
Town license fees	670 00
County license fees	634 00
Transient vendors'	4,050 00
Interest	185 06

Total income to Commonwealth from licenses, etc.	\$61,564 06
Fees for testing clinical thermometers	131 34
	<hr/>
	\$61,695 40

Payments to City, Town and County Treasurers on Account of Hawkers' and Pedlers' Licenses.

Cities	\$6,860 00
Towns	7,258 00
Counties	2,281 00
	<hr/>
	\$16,399 00

Annual Appropriation (exclusive of Lumber Survey).

For salaries	\$19,380 00
For general expenses	11,000 00
	<hr/>
Total	\$30,380 00

Expenditures.

For salaries	\$19,129 20
For general expenses	8,356 14
	<hr/>
Total	\$27,485 34

Recapitulation.

Total appropriation	\$30,380 00
Expended	27,485 34
	<hr/>

Unexpended balance	\$2,894 66
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Total income from licenses, interest and fees for clinical thermometers, etc.	\$61,695 40 ¹
Total expenditures, exclusive of lumber survey	27,485 34
	<hr/>

Excess of income over expenditures	\$34,210 06
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¹ This does not include the sum of \$16,399 received as fees for hawkers' and pedlers' licenses and paid over to the treasurers of counties, cities and towns for which these licenses were issued.

Account of Lumber Survey.

Received for fees and expenses for lumber surveys (including \$1,141.60 bills receivable November 30, 1920)	\$10,978 98
Received for interest on deposits	15 59
Paid over to State Treasurer	\$10,994 57
Bills receivable on November 30	776 38 ¹
Total income from lumber surveys	\$11,770 95
Total expenditures for lumber surveys	\$12,459 43
Total income for lumber surveys	10,629 35 ²
Excess of expenditures over income	\$1,830 08
Appropriation for salaries	\$34,400 00
Appropriation for general expenses	5,500 00
Total appropriation	\$39,900 00
Expended for salaries	\$10,864 11
General expenses	1,595 32
Total expenditures	\$12,459 43
Unexpended balance	\$27,440 57

Summary, Financial Statement.

	1921 Appropriations.	Expenditures.	Unexpended Balance.	1922 Estimated Expenditures.
Division of Standards:				
Personal services	\$19,380 00	\$19,129 20	\$250 80	\$20,750 00
Expenses	11,000 00	8,298 16	2,701 84	11,605 00
Totals	\$30,380 00	\$27,427 36	\$2,952 64	\$32,355 00
Survey of Lumber:				
Personal services	\$34,400 00	\$10,864 11	\$23,535 89	\$34,440 00
Expenses	5,500 00	1,595 32	3,904 68	4,890 00
Totals	\$39,900 00	\$12,459 43	\$27,440 57	\$39,330 00

¹ At time of filing this report, \$547.94 of this amount had been collected.² Not including bills receivable November 30, 1921.

REPORT
OF THE
DIVISION OF STATISTICS

DIVISION OF STATISTICS.

ROSSELL F. PHELPS, *Director*.

The Division, as now organized, comprises four principal branches of work, as follows: —

1. Collection and publication of Statistics of Labor.
2. Collection and publication of Statistics of Manufactures.
3. Administration of Public Employment Offices.
4. Information Service.

These several branches of work are discussed in the order named.

STATISTICS OF LABOR.

The Statistics of Labor collected by the Division are published in the "Annual Report on the Statistics of Labor" and in the Labor Bulletins. News letters, containing information of current industrial interest, are issued to the press from time to time.

Annual Report on the Statistics of Labor (Public Document No. 15).

This report for the year 1921, when completed, will consist of four parts, each issued separately as a labor bulletin. Thirty-five hundred copies of each part already printed have been issued in bulletin form, and 1,500 copies have been set aside for binding and publication at the close of the year as the "Fifty-fourth Annual Report on the Statistics of Labor." A similar plan will be followed in issuing the parts of the report which have not as yet been printed. These are: —

Part I. Twentieth Annual Directory of Labor Organizations in Massachusetts, 1921 (Labor Bulletin No. 133). — As in previous issues, this Directory contains the names of (1) those national and international organizations which have one or more affiliated local unions in the United States; (2) the

organizations composed of delegates from local trade unions within a particular trade or group of trades; (3) local delegate organizations, such as central labor unions; and (4) local trade unions. Only those organizations having their headquarters in Massachusetts are considered in the three sections last named. The location, time and place of meeting, and the name and address of the secretary or other correspondent, are given in each instance, in addition to the name of the organization. A change has been made in this issue in the manner of presentation of the data with reference to the local unions, so that they now appear by trade and occupational headings as well as under the respective municipalities in which they are located. It is thus in the nature of an industrial directory as well as a directory of labor organizations.

Part II. Eleventh Annual Report on Union Scale of Wages and Hours of Labor in Massachusetts, 1920 (Labor Bulletin No. 134). — The data contained in this report were obtained principally as of July 1, 1920, mainly from officials of local labor unions in Massachusetts, to each of whom a schedule was sent. In certain instances, as in the cases of steam railroad service and street railway service, the necessary information was obtained from wage schedules furnished, for the most part, by employers. It was found advisable to include only time rates of wages, as piece-rate prices are so diversified that they are not generally comparable. The information on the schedules from which the statistical tables are compiled is entered as a permanent office record. Comparable data on file for a large number of occupations and for as early as 1910, and the record cards, may be readily consulted by inquirers.

Part III. Statistics of Labor Organizations in Massachusetts in 1918, 1919 and 1920 (Labor Bulletin No. 135). — The data contained in this report refer chiefly to the number and membership of labor organizations in existence in Massachusetts at the close of each of the three years named, and to the unemployment of organized wage earners at the close of each quarter of the year for a series of years. The data are presented in tabular form by municipalities and by industries, trades and occupations, and the items of special interest and importance are discussed in text.

A summary of the data shows that at the close of December, 1920, there were 112 national and international unions having one or more affiliated locals in Massachusetts, 80 State, district and trades councils, 119 Federal labor unions and local councils, and 1,628 local unions. The total membership of the local unions was 346,653, consisting of 288,772 males and 57,881 females. Although there was a net increase of 74 in the number of unions during the year 1920, there was a decrease in the aggregate membership of 21,833, or 5.9 per cent, which decrease was due to the industrial depression which had become very acute at the close of 1920.

Massachusetts Industrial Review.

This publication contains, as regular articles covering specified periods, general summaries of industrial conditions in the principal industries and municipalities; accounts of the more important labor disputes; unemployment data based on reports secured from employers' associations, officials of labor organizations and other sources, and statistics covering the activities of the three State public employment offices. Special articles containing summaries of data to be published in fuller detail in later reports or relating to industrial topics of current interest are also included.

The following special articles have been published in the numbers of the Review issued during the year: —

No. 4 (March, 1921): Review of Labor Disputes in Massachusetts, 1920; Employees' Magazines Published in Massachusetts. No. 5 (June, 1921): Report of the State Board of Conciliation and Arbitration on the Boston Building Trades Controversy; Number and Membership of Labor Organizations in Massachusetts, 1911-20. No. 6 (November, 1921): Union Rates of Wages in the Building Trades in Massachusetts, 1914, 1919, 1920 and 1921; Ninth Annual Convention, International Association of Employment Services.

Special Reports.

A survey of the unemployment situation in the principal industrial centers in Massachusetts was made in December, 1920, by field agents of the Division and inspectors connected with the Industrial Safety Division. A summary of the

results of this survey was published as an appendix to the Annual Report on Employment Offices for the year 1920.

Beginning December, 1920, and each month thereafter for three months, a detailed tabulation of the industrial news items of current interest was prepared. Beginning with May, 1920, weekly reports of similar character have been submitted to His Excellency the Governor. In these reports the changes in the employment situation, wage adjustments, items of special interest, and the activities of the three public employment offices were discussed. Immediately upon the inauguration of this policy of keeping such current records relative to industrial conditions, news letters were released to the press. These news letters contain information relative to employment, building statistics, strikes and other matters of current interest.

As in prior years this office has collected data in four Massachusetts cities (as of May 15) on union rates of wages and hours of labor in organized industries and trades for the use of the United States Bureau of Labor Statistics. This office has also co-operated with the United States Employment Service since January 1 in securing pay-roll data, monthly, from representative manufacturing establishments in Massachusetts, which information is incorporated in the "Industrial Employment Survey Bulletin" issued by that service.

The demand for information relative to unemployment has been unusually large during the present depression, and special attention has been given to answering these inquiries. In accordance with the request of the Massachusetts committee to promote work, information formerly collected quarterly is now being collected monthly. Reports as of October 31 and November 30, showing the trend of unemployment, have been prepared for the use of the committee and have been kept up to date.

Records of Industrial Disputes.

The plan adopted last year of maintaining a daily record of industrial disputes which occurred in Massachusetts, primarily for the use of the Board of Conciliation and Arbitration, has been continued throughout the present year. The records are obtained from a variety of sources, the principal being: —

(a) Reports made directly to the Board by municipal authorities as provided by law.

(b) Press clippings taken from the leading daily papers, which are read by the library assistants, supplemented by clippings received from a press clipping bureau, to whose service the Department subscribes.

(c) Reports received from field agents and industrial inspectors employed by the Department.

(d) Reports from officials of labor organizations, to whom are sent at the close of each quarter questionnaires relative to controversies in which members of their respective organizations may have been engaged during the quarter.

In addition to the use made by the Board of Conciliation and Arbitration, this information is used in the compilation of quarterly and annual reports relative to labor disputes in the Commonwealth. The importance of this field of investigation is indicated by the following records covering the controversies which occurred in the State during the year, which was 384; 82,190 employees were thrown out of work as a result of these disputes; and their approximate loss in wages amounted to \$12,320,000. The report for the year 1921 has not yet been compiled, but preliminary tabulations indicate that the number of industrial disputes during the year was less than in 1920. The strikes which occurred in 1921 have in most instances been for the purpose of resisting reductions in wages, whereas the majority of the strikes which occurred in 1920 were either solely or in part for the purpose of securing wage increases.

STATISTICS OF MANUFACTURES.

Annual Report on the Statistics of Manufactures (Public Document No. 36).

The work during the current year has consisted principally of the collection and tabulation of returns from manufacturing establishments covering the year 1920, schedules having been mailed to all manufacturers on December 15, 1920, for the record of the year's activities. The collection of the returns has been completed; and the report, which will be issued early in 1922, as the "Thirty-Fifth Annual Report on the

Statistics of Manufactures," will include returns from 10,262 manufacturing establishments. For purposes of comparison the principal aggregates for the years 1920 and 1919 are here presented. The aggregates for 1920 are subject to minor correction upon verification of the final tabulations.

	1920.	1919.
Capital invested	\$2,987,620,867	\$2,939,836,821
Cost of stock and materials used	\$2,482,677,810	\$2,260,713,036
Value of product	\$4,363,717,186	\$4,011,181,532
Total amount of wages paid to employees	\$891,385,731	\$766,623,337
Average number of wage earners	695,832	713,836

The report will also show the classified weekly earnings of employees, the time in operation of establishments, and the value and destination of goods manufactured in Massachusetts during the year and exported.

In addition to the regular work of taking the census of manufactures for 1920, it was necessary to compile the report for 1919 during the current year. The publication of the report for 1919 was delayed, owing to the fact that certain of the tabulations were made by the United States Bureau of the Census at Washington, with which the Massachusetts Department co-operated in taking the census of manufactures for the year 1919.

CENSUS OF MANUFACTURES, 1921.

The act of Congress of March 3, 1919, provides that there shall be a biennial census of manufacturing industries in the United States. The Commonwealth of Massachusetts collects annually statistics for these industries; and in order to avoid duplication of inquiries, the Bureau of the Census of the United States and the Department of Labor and Industries of Massachusetts have made co-operative arrangements in accordance with which the statistics collected by the Federal government will be used to compile those required by the Commonwealth.

The agreement entered into on November 23, 1921, provides that a considerable part of the expenses of field agents and a part of the clerical and supervisory expenses will be borne by the Federal Bureau. The franking privilege will also be granted, saving nearly the entire expense of postage on account of the census. By co-operating it is estimated that a saving to the Commonwealth of at least \$4,000 will be effected. Federal and State schedules will be mailed together on or about December 15, 1921, to all manufacturing establishments on the mailing list which is being jointly prepared by the Federal and State offices. Two field agents are now at work obtaining names of new establishments in the principal cities of Massachusetts, and clerks are engaged in the examination of lists of incorporations of new establishments in the office of the State Secretary.

PUBLIC EMPLOYMENT OFFICES.

Persons placed and Positions offered.

As a result of the industrial depression which has continued throughout the year, the work of the public employment offices in finding positions for applicants has by no means kept pace with the standard established during the war period and the year immediately following. Notwithstanding the marked reduction in the number of positions offered by employers, however, the number of placements made by the three State offices during the year under review has not fallen below the average for the more normal years immediately preceding the war. During the twelve months ending November 30, 1921, the total number of persons reported placed by the three offices was 28,599 as compared with 38,919 during the fiscal year ending November 30, 1920, showing a decrease of 26.5 per cent in the number of persons placed. Although the number of persons reported placed fell off materially, yet, in view of the fact that the depression has resulted in a very large reduction in the number of positions offered by employers, this report is not altogether discouraging. In fact, the number of persons called for by employers fell from 61,326 during the fiscal year ending November 30, 1920, to 36,186 during the current fiscal year, or 41 per cent, whereas the number of persons reported placed, as shown above, decreased by only 26.5 per cent.

Change of Location of the Boston Office.

On October 1 the Boston office, which since its establishment in 1906 had been located at 8 Kneeland Street, was removed to a more attractive location at 23-25 Pearl Street, near Post Office Square, and almost directly opposite the new Federal Reserve Bank. The new location is much more central, and it is already evident that there has been a distinct improvement in the class of applicants for positions visiting the office, and in the character of positions offered by employers.

Establishment of Mercantile Office.

By authority of the Governor and Council, arrangements have been made for opening a mercantile office at 25 Tremont Street. It is hoped that the premises leased will be ready for occupancy early in January, 1922. This office will undoubtedly render better service to mercantile employees, such as clerks, stenographers and bookkeepers, than could be offered at the Pearl Street office, where all classes of help are given consideration. The establishment of this separate mercantile office centrally located in the business section of the city makes possible the extension of the public employment service to a field that has not been adequately covered in Boston.

Co-operation with the United States Employment Service.

In addition to administering the three public employment offices under the direction of the Commissioner of Labor and Industries, the Director is also Assistant Federal Director of the United States Employment Service, and with the approval of the Commissioner is now co-operating with some sixteen civic organizations which are engaged in placement work, most of which organizations charge no fee for services.

The Department also assists the United States Employment Service in taking a monthly survey relative to the number on pay rolls of principal industrial establishments in eight Massachusetts cities.

Arrangements have been made with the Director-General of the United States Employment Service for co-operation in maintaining the proposed mercantile office in Boston, in ac-

cordance with which a portion of the rental will be contributed by the Federal office, and two Federal employees will be assigned to that office, working in conjunction with two or more employees in the service of the Commonwealth.

INFORMATION SERVICE.

During the past year numerous inquiries for information relative to industrial conditions in Massachusetts have been received by mail, telephone, by calls in person at the office, and in some instances by telegraph. These inquiries were answered either by reference to the files or to the library of the Department, or were properly referred in those instances where the office was not able to answer the inquiries in full. There were many requests for rates of wages in effect in the various industries and trades in the State for the current year and for prior years, also for cost-of-living data for the purpose of making certain comparisons.

Brief memoranda are kept of the names of inquirers, the organization represented (if any), the nature of the information desired, and the estimated length of time required to answer properly the inquiries received. It is not possible to state definitely the amount of time so expended on this information service, but the library employees spend a large portion of their time in this manner, and the Director and the two statisticians having charge, respectively of the statistics of labor and of manufactures, also devote much time to such work.

The library now comprises over 3,000 bound volumes of official and unofficial reports on industrial subjects, and numerous unbound reports, pamphlets and industrial and trade journals. There are received, currently, 18 daily newspapers, 40 weekly, 117 monthly, and 13 other periodicals. The newspapers and periodicals are read as soon as received, and the important articles relative to labor and industrial topics are clipped, classified, sorted and referred to officials of the Department or filed for future reference. During the year nearly 50 bound volumes and over 100 unbound publications, in addition to newspapers and periodicals, have been added to the library. Only those publications which are of value for research purposes are desired as accessions, and no books and reports which

are readily accessible in the State Library are purchased. The use of the departmental library by the members of the Department and by the general public is steadily increasing, and the expenditure of the comparatively small sum necessary for its maintenance appears to be amply justified by the service which it renders.

FINANCIAL STATEMENT.

There is presented below a statement showing the amounts appropriated for the statistical work of the Division and for the public employment offices during the fiscal year ending November 30, 1921, the amounts expended thereof, and the balances unexpended; also the estimated expenditures during the fiscal year ending November 30, 1922, showing the amounts of increases in the several appropriations requested over the amounts appropriated during the preceding fiscal year.

The decreases in the estimated appropriations required for the statistical service during the fiscal year ending November 30, 1921, when compared with those for the preceding fiscal year, are made possible by a sharing, with the United States Census Bureau, of the expense of taking the annual statistics of manufactures in accordance with an agreement providing for the work being done jointly by this Department and the Federal government. The principal increases on account of the public employment offices are for rentals and for the opening of a mercantile office in Boston, of which latter expense a considerable portion will be borne by the United States Employment Service, which will co-operate in conducting this new office. The contributions of the Federal office will not, however, be credited to the appropriation for the use of the Department, but will be turned into the general treasury.

Financial Statement.

	1921 Appropriations.	Expenditures.	Unexpended Balance.	1922 Estimated Expenditures.
Division of Statistics:				
Personal services	\$37,000 00	\$36,871 14	\$128 86	\$34,310 00
Expenses	14,000 00	13,942 95 ¹	57 05	10,500 00
Totals	\$51,000 00	\$50,814 09	\$185 91	\$44,810 00
Public Employment Offices:				
Personal services	\$44,000 00	\$42,767 71	\$1,232 29	\$46,370 00
Expenses	13,700 00	13,008 88	691 12	16,605 00
Totals	\$57,700 00	\$55,776 59	\$1,923 41	\$62,975 00
Grand total	\$108,700 00	\$106,590 68	\$2,109 32	

¹ This includes outstanding bills estimated at \$3,060.

APPENDIX

APPENDIX.

LIST OF PUBLICATIONS¹ OF DEPARTMENT AND DIVISIONS.

DEPARTMENT OF LABOR AND INDUSTRIES.

General.

Labor and Industries, Bulletin of Current Activities. Quarterly. Vol. 1, No. 1, June, 1920. Notes on the work in progress in the Department and divisions. Opinions of the Attorney-General. Decisions of the Counsel relating to the labor laws. Discontinued.

Health Certificates for Working Children. Recommendations relating to the issuing of health certificates to children entering industry. June, 1920.

Legislation enacted in 1919 affecting the Issue of Employment Certificates, together with a description of the revised forms, June, 1920.

Annual report for the year ending Nov. 30, 1920.

Manual of the Labor Laws enforced by the Department of Labor and Industries. Revised edition of the Manual of Labor Laws.

Labor Law Bulletins: —

No. 1. Establishment of Minimum Wages for Women and Minors.

No. 2. Employment of Women and Children.

No. 3. Certification of Working Children. (Laws relating to the School Attendance and Physical Examination of Minors, and to the Issue of Employment and Educational Certificates.)

No. 4. Health and Safety of Employees.

No. 5. Employment. (Laws relating to Public Employment, Private Employment, Public Employment Offices and General Provisions relating to Employment.)²

No. 6. Conciliation and Arbitration of Industrial Questions.

No. 7. Employment on Public Works.

No. 8. Opinions of the Attorney-General with Respect to the Labor Laws enforced by the Department of Labor and Industries.²

BOARD OF CONCILIATION AND ARBITRATION.

Annual Reports.

First to thirty-fifth, 1886-1920.

Decisions, 1886-1920.

The decisions are printed separately and later published in the annual report for the year, which contains an index of the decisions for that year.

¹ Copies of any of the publications in print will be sent free on application to the Department of Labor and Industries, State House, Boston.

² In preparation.

DIVISION OF MINIMUM WAGE.

Annual Reports.

First to seventh, 1913-19.

Report for 1920. Reprint from annual report of Department for year ending Nov. 30, 1920.

Bulletins.

- No. 1. Wages of Women in the Brush Factories in Massachusetts, January, 1914.¹
- No. 2. Wages of Women in the Corset Factories in Massachusetts, January, 1914.¹
- No. 3. Statement and Decree concerning the Wages of Women in the Brush Industry in Massachusetts, Aug. 15, 1914.
- No. 4. Wages of Women in the Candy Factories in Massachusetts, October, 1914.¹
- No. 5. Wages of Women in the Laundries in Massachusetts, October, 1914.
- No. 6. Wages of Women in Retail Stores in Massachusetts, March, 1915.¹
- No. 7. The Effect of the Minimum Wage Decree on the Brush Industry in Massachusetts, Sept. 16, 1915.
- No. 8. Wages of Women in the Paper Box Factories in Massachusetts, September, 1915.¹
- No. 9. Wages of Women in Women's Clothing Factories in Massachusetts, September, 1915.
- No. 10. Wages of Women in Hosiery and Knit Goods Factories in Massachusetts, January, 1916.
- No. 11. Report of the Minimum Wage Commission, 1915 (Commissioners' report and appendices of the Third Annual Report), January, 1916.¹
- No. 12. Preliminary Report on the Effect of the Minimum Wage in Massachusetts Retail Stores, November, 1916.
- No. 13. Wages of Women in Men's Clothing and Raincoat Factories in Massachusetts, December, 1916.
- No. 14. Wages of Women in Muslin Underwear, Petticoat, Apron, Kimono, Women's Neckwear and Children's Clothing Factories in Massachusetts, May, 1917.
- No. 15. Wages of Women in Shirt, Workingmen's Garment and Furnishing Goods Factories in Massachusetts, December, 1917.¹
- No. 16. Wages of Women employed as Office and Other Building Cleaners in Massachusetts, May, 1918.¹
- No. 17. Wages of Women in Hotels and Restaurants in Massachusetts, September, 1918.
- No. 18. Supplementary Report on the Wages of Women in Candy Factories in Massachusetts, January, 1919.
- No. 19. Wages of Women employed in Canning and Preserving Establishments in Massachusetts, March, 1919.

¹ Publications out of print.

- No. 20. Report on the Wages of Women in the Millinery Industry in Massachusetts, May, 1919.
- No. 21. Second Report on the Wages of Women in Corset Factories in Massachusetts, November, 1919.
- No. 22. Second Report on the Wages of Women employed in Paper Box Factories in Massachusetts, September, 1920.
- No. 23. Report on the Wages of Women employed in the Manufacture of Food Preparations and Minor Lines of Confectionery in Massachusetts, November, 1920.

Decrees.

- Statement and Decree concerning the Wages of Women in the Brush Industry in Massachusetts, Aug. 15, 1914. (Bulletin No. 3.)
- Statement and Decree concerning the Wages of Women in Laundries in Massachusetts, July 1, 1915.
- Statement and Decree concerning the Wages of Women in Retail Stores in Massachusetts, Sept. 15, 1915.
- Statement and Decree¹ concerning the Wages of Women in Women's Clothing Factories in Massachusetts, Sept. 28, 1916.
- Statement and Decree² concerning the Wages of Women in Men's Clothing and Raincoat Factories in Massachusetts, Aug. 31, 1917.³
- Statement and Decree concerning the Wages of Women employed in the Manufacture of Men's and Boys' Shirts, Overalls and other Workingmen's Garments, Men's Neckwear and other Furnishings, and Men's, Women's and Children's Garters and Suspenders in Massachusetts, Oct. 26, 1917.³
- Statement and Decree concerning the Wages of Women in Muslin Underwear, Petticoat, Apron, Kimono, Women's Neckwear and Children's Clothing Factories in Massachusetts, July 1, 1918.
- Statement and Decree concerning the Wages of Women in Retail Millinery Workrooms in Massachusetts, July 1, 1918.
- Statement and Decree concerning the Wages of Women in the Wholesale Millinery Occupation in Massachusetts, Nov. 30, 1918.
- Statement and Decree⁴ concerning the Wages of Women employed as Office and Other Building Cleaners in Massachusetts, Jan. 27, 1919.³
- Statement and Decree concerning the Wages of Women in the Candy Making Occupation in Massachusetts, July 19, 1919.
- Statement and Decree concerning the Wages of Women employed in the Canning and Preserving Occupation in Massachusetts, July 21, 1919.
- Statement and Decree concerning the Wages of Women employed in the Corset Occupation in Massachusetts, Dec. 27, 1919.
- Statement and Decree concerning the Wages of Women employed in the Men's Clothing and Raincoat Occupation in Massachusetts, Dec. 27, 1919.

¹ Superseded by new decree entered on May 6, 1920.

² Superseded by new decree entered on Dec. 27, 1919.

³ Publications out of print.

⁴ Superseded by new decree entered on Dec. 30, 1920. See page 106.

Statement and Decree concerning the Wages of Women employed in the Knit Goods Occupation in Massachusetts, March 13, 1920.

Statement and Decree concerning the Wages of Women in the Women's Clothing Occupation in Massachusetts, May 6, 1920.

Statement and Decree concerning the Wages of Women in the Paper Box Occupation in Massachusetts, May 26, 1920.

Statement and Decree concerning the Wages of Women in the Office and Other Building Cleaners Occupation in Massachusetts, Dec. 30, 1920.

Statement and Decree concerning the Wages of Women employed in the Minor Lines of Confectionery and Food Preparations Occupation in Massachusetts, Oct. 4, 1921.

Miscellaneous.

Wage Boards and Their Work (A Handbook of Information for Wage Board Members), 1920. (New and revised edition.)

DIVISION OF INDUSTRIAL SAFETY.

Annual Reports.

First to seventh, 1914-19.

Report for 1920. Reprint from annual report of Department for year ending Nov. 30, 1920.

Industrial Bulletins.

- No. 1. Laws relating to the Employment of Women and Children.¹
- No. 2. Laws relating to School Attendance and the Employment of Minors.¹
- No. 3. Laws relating to Labor.¹
- No. 4. Licensed Workers in Industrial Home Work in Massachusetts.
- No. 5. Suggestions to Employers and Employees for the Protection of Eyes and the Prevention of Accidents.
- No. 6. Rules and Regulations suggested for the Prevention of Anthrax.
- No. 7. Rules and Regulations governing Compressed Air Work.
- No. 8. Rule regarding Use of Salamanders.²
- No. 9. Safety Rules and Regulations and Machinery Standards.
- No. 10. Rules and Regulations relating to Safe and Sanitary Working Conditions in Foundries and the Employment of Women in Core Rooms.
- No. 11. Rules and Regulations suggested for Safety in the Manufacture of Benzene Derivatives and Explosives.
- No. 12. Rules and Regulations for the Prevention of Accidents in Building Operations.
- No. 13. Rules and Regulations pertaining to the Painting Business.
- No. 14. Requirements for the Care of Employees injured or taken ill in Industrial Establishments.

¹ Publications out of print.

² Out of print. Included in Industrial Bulletin, No. 12.

No. 15. Conserving Children in the Industries of Massachusetts.

No. 16. Rules and Regulations for Safeguarding Woodworking Machinery.

Miscellaneous.

Rules and Regulations for Toilets in Industrial Establishments.

List of Articles for Medical and Surgical Chest.

Posters for Wash and Toilet Rooms.

Poster for Prevention of Lead Poisoning.

Poster for Prevention of Anthrax.

Poster on Hours for Certain Public Employees.

Poster on How to Avoid Blood Poisoning.

Time Notices for posting Hours of Labor of Females and Minors.

List of Minors employed between Fourteen and Sixteen Years of Age.

Schedule of One Day's Rest in Seven.

DIVISION OF STANDARDS.

Annual Reports.

First to thirteenth, 1907-19.

Report for 1920. Reprint from annual report of Department for year ending Nov. 30, 1920.

Bulletins.

[Containing information of particular interest to sealer of weights and measures.]

No. 1. July, 1914.¹

No. 2. September, 1914.¹

No. 3. December, 1914.¹

No. 4. March, 1915.

No. 5. June, 1915.¹

No. 6. October, 1915.¹

No. 7. February, 1916.

No. 8. July, 1916.

No. 9. December, 1916.

No. 10. September, 1917.

No. 11. January, 1918.

Bulletin Supplement, May, 1918.

No. 12. June, 1918.¹

No. 13. September, 1918.

No. 14. April, 1919.

No. 15. May, 1919.

No. 16. October, 1919.

No. 17. November, 1920.

No. 18. November, 1921.

Thrift Series.

No. 1. How Peggy learned Weights and Measures.

No. 2. Refrigeration.

No. 3. Household Economics.

Miscellaneous.

Measurements for the Household, July, 1916. Second edition, January, 1917.

Weights of Bread. November, 1920.

Clinical Thermometers. May, 1919.

¹ Publications out of print.

DIVISION OF STATISTICS.

Annual Reports.

Statistics of Labor, first to fifty-first, 1870-1920.

Statistics of Manufactures, first to thirty-third, 1886-1918.

Free Employment Offices, first to fourteenth, 1907-20.

Report for 1920. Reprint from annual report of Department for year ending Nov. 30, 1920.

Labor Bulletins, 1897-1921, Nos. 1-135.¹

Employment and Earnings in Massachusetts. Quarterly. January, 1898-1904.

Labor Legislation in Massachusetts:—

General compilations, 1870, 1876, 1890, 1906-09, 1915.

Yearly compilations, 1877, 1878, 1892-1919.

Labor Organizations. Annual. 1911-17. 1920.

Directory of Labor Organizations in Massachusetts. Annual. 1905-21.

Union Scale of Wages and Hours of Labor in Massachusetts. Annual. 1914-20.

Miscellaneous.

Wages and Hours of Labor in Steam and Electric Railway Service in Massachusetts, 1916.

Labor Injunctions in Massachusetts, 1916.

Collective Agreements between Employers and Labor Organizations in Massachusetts, 1916.

Special Report on the Cost of Retirement Systems for State and County Employees in Massachusetts.² Jan. 4, 1911.

A Directory of Massachusetts Manufactures, 1913.² Aug. 1, 1913.

Report on Power Laundries in Massachusetts, 1913.² Aug. 1, 1914.

Report of a Special Inquiry relative to Aged and Dependent Persons in Massachusetts, 1915.² Dec. 15, 1916.

Report of a Special Inquiry relative to Dependent Families in Massachusetts receiving Mothers' Aid, 1913-17.² Jan. 15, 1918.

Wages and Hours of Labor in the Metal Trades in Massachusetts, 1914-19. September, 1920.

Quarterly Reports on Employment.

Employment in Massachusetts. Quarterly. First to forty-eighth, 1908-Dec. 31, 1919. Continued as Massachusetts Industrial Review. Nos. 1-6, March, 1920-November, 1921.

¹ A descriptive list in detail of these Labor Bulletins will be furnished on application.

² Publications out of print.

DEPARTMENT OF LABOR AND INDUSTRIES.

ADMINISTRATION OFFICES.

Rooms 469-473, State House, Boston.

Includes offices of commissioners and directors of divisions.

The office of the Director of Standards is Room 194, State House.

BRANCH OFFICES.

Division of Industrial Safety.

FALL RIVER, Globe Building.

NORTH ADAMS, New Kimbell Building.

LAWRENCE, Bay State Building.

SPRINGFIELD, Myrick Building.

WORCESTER, Slater Building.

PUBLIC EMPLOYMENT OFFICES.

BOSTON, 25 Pearl Street.

Mercantile Branch, 25 Tremont Street.

WORCESTER, 48 Green Street.

SPRINGFIELD, Myrick Building.

